

October 15, 2003

Offender Population Forecasts

FY 2004 to FY 2013



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Report Summary

Authority for this Report

This report responds to Item 401.A., Chapter 1042, 2003 Act of Assembly (Appropriations Act) which requires the Secretary of Public Safety to "...present revised state and local juvenile and state and local responsibility adult offender population forecasts to the Governor, the Chairmen of the House Appropriations and Senate Finance Committees, and the Chairmen of the House and Senate Courts of Justice Committees by October 15, 2002, for each fiscal year through FY 2007 and by October 15, 2003, for each fiscal year through FY 2008."

Purpose

This report documents the annual forecasting process for Virginia's adult and juvenile offender populations. Forecasts of confined correctional populations provide information for budgeting and planning of various criminal justice capital and operational expenditures, and provide data for assessing policy needs. The accuracy of these forecasts can affect the success of planning and resource allocation. Over-projection generally results in needless appropriation of resources to criminal justice institutions, while under-projection can compromise the correctional system's ability to adequately ensure public safety.

Summary of Methodology

Since the late 1980s, the Secretary of Public Safety has annually overseen a process that forecasts the number of adult and juvenile offenders for whom either the State or the localities have responsibility. The forecasting process uses two committees to produce the official forecast: a Technical Advisory Committee that uses statistical methods (time series and/or simulation models) to make projections, and a Policy Advisory Committee that reviews the projections and selects a forecast for each population to recommend to the Secretary. The Policy Advisory Committee also considers the effects of any recent trend shifts, and newly adopted legislation on the forecast, making adjustments as it deems appropriate.

Summary of Each Forecast

State Responsible New Court Commitment Forecast

There was an increase in the number of state responsible (SR) new court commitments from 9,995 to 10,751 or 7.6% from calendar year (CY) 2001 to CY 2002. The adopted forecast has an expected new commitment growth of 614 or 5.7% from 10,751 to 11,365 from CY 2002 to CY 2003 (in the new court commitment forecast section, the forecast is presented in both CY and fiscal year (FY) format). The number of new commitments for CY 2008 is projected to be 14,797. From CY 2003 to 2008 there is an expected average annual increase of 686, or 5.4% SR offenders. It is assumed that the sentence group composition for future annual admissions will be the same as that for admissions in CY 2002. This forecast is based on a combination of several time series ARIMA models produced by the Department of Corrections (DOC) and the Department of Planning and Budget (DPB).

State Responsible Population Forecast

Between FY 2002 and FY 2003 the SR population grew by 1,086 offenders, an increase of 3.2%. The SR adult offender population is expected to increase from 35,429 at the end of FY 2003 to 36,350 in FY 2004, a growth of 921 or 2.6%. The population is expected to grow from 37,772 in FY 2005 to 44,464 in FY 2009, a growth of 6,692, or a 4.1% average yearly increase. This average percent change is used to extrapolate the forecast from FY 2010 to FY 2013. The final SR population forecast was produced using the DOC simulation model. No other numerical adjustments or add-ons were made to the population forecast.

Local Responsible Population Forecast

Between FY 2002 and FY 2003 the local responsible (LR) population increased from 15,544 to 16,457 offenders, a growth of 913 or 5.9%. The LR jail offender population is expected to increase to 17,521 in FY 2004, a growth of 1,064 or 6.5%. From FY 2005 to FY 2009, the population is expected to grow to 21,855, a 4.5% average yearly increase. Beginning in FY 2001, LR offender populations were calculated based on average daily population (ADP). The use of ADP is considered more accurate than the previously used Tuesday Report method. The final LR forecast was produced using a time series model. No numerical adjustments were made to the statistical forecast.

State Responsible Juvenile Admissions Forecast

Total SR juvenile admissions decreased from 1,220 at the end of FY 2002 to 1,182 in FY 2003, a decrease of 38 or 3.1%. Juvenile admissions are forecasted to decrease to 1,148 by the end of FY 2004, a decrease of 34 juveniles, or 2.9%. From FY 2005 to FY 2009 annual admissions are projected to be flat at 1,148. The small decline anticipated for FY 2004 reflects recent marginal declines in admissions and in juvenile intakes. Nonetheless, there is little historical evidence of a persistent and definitive trend that should be projected into the medium to long-term future. Consequently, both the Department of Juvenile Justice (DJJ) and the Policy Advisory Committee believe that a flat forecast provides the best estimate on the behavior of SR juvenile admissions beyond the first year of the forecast. The final SR juvenile admissions forecast was produced using a time series model.

State Responsible Juvenile Population Forecast

The SR juvenile offender population decreased from 1,208 at the end of FY 2002 to 1,164 by FY 2003, a decline of 44 or 3.6%. It is expected to decrease from 1,164 to 1,160 from the end of FY 2003 to FY 2004, a decline of 4 or 0.3%. The SR juvenile population is expected to grow from 1,229 in FY 2005 to 1,257 in FY 2009, an increase of 28 or an average annual forecasted growth of approximately 1.6%. The decline in FY 2004 is due to the projected decrease in admissions. The modest increase in the outer years is due to more commitments with longer lengths of stay that are expected to stay with DJJ for longer periods before release. This forecast is based on a simulation model designed by DJJ that explicitly models the Department's length of stay system.

Juvenile Detention Home Forecast

The detention home population increased from 1,195 at the end of FY 2002 to 1,214 by the end of FY 2003, an increase of 19, or 1.6%. It is expected to increase to 1,220 by FY 2004, an increase of 6, or 0.5%. The detention home population is forecasted to grow from 1,237 at the end of FY 2005 to 1,301 in FY 2009. This represents an average increase of 1.3% per year. The forecasted growth trend reflects expectations for only marginal changes in detention eligible intake cases and increased use of post-dispositional detention. Even though post-dispositional detention placements continue to represent only a small percentage of total detention placements, they typically stay in detention for longer periods and will, therefore, lead to higher ADP counts. The final juvenile detention home forecast was produced using a time series model.

I. Overview of the Virginia Forecasting Process

Annually, the Secretary of Public Safety oversees the development of adult and juvenile offender population forecasts. These forecasts are essential to estimating future capital needs and operating expenses for prisons, jails and juvenile correctional centers. A report prepared by the Fiscal Analysis Section of the Joint Legislative Audit and Review Commission (JLARC)¹ provides an excellent overview of the forecasting process as it relates to the state budget process.

The forecasting process uses two Committees to produce the official forecasts: the Policy Advisory Committee and the Technical Advisory Committee. Barry R. Green, Deputy Secretary of Public Safety, chaired the FY 2003 Policy Advisory Committee. The Policy Advisory Committee tempers statistical projections with policy-based issues. Members of the Policy Advisory Committee include representatives from Virginia's executive, legislative and judicial branches, and local and state law enforcement agencies (see Appendix D for a list of members). These individuals understand or are involved in the criminal justice process, but are not necessarily statisticians or responsible for incarcerated populations. The diverse backgrounds and experiences of Policy Advisory Committee members promote broad discussions of numerous issues in criminal justice. It is the responsibility of the Policy Advisory Committee to discuss issues that they feel may affect incarcerated populations in the future. They are not hindered by the necessity to anchor their assumptions on past trends and are free to consider and explore all possible outcomes. Policy Advisory Committee discussions in 2003 included such subjects as:

- Overview of Policy Advisory Committee Role

- Overview of Technical Advisory Committee Role

- Review of Last Year's Forecast - Accuracy Report and Update

- National Crime Trends and Arrest/Crime Rates in Virginia

- Overview of 2003 General Assembly Actions Which May Impact Forecasts

- Parole Release Information

William M. Shobe, Ph.D., Associate Director, Economic and Regulatory Analysis Unit for the Department of Planning and Budget, chaired the FY 2003 Technical Advisory Committee. This Committee comprises technical experts from the Compensation Board, Department of Corrections, Department of Criminal Justice Services, Department of Juvenile Justice, Department of Planning and Budget, Joint Legislative Audit and Review Commission, Virginia Criminal Sentencing Commission, and Virginia State Police (see Appendix E for a list of members).

The Technical Advisory Committee uses statistical methods to make projections. Although statistical forecasts cannot predict the future with absolute precision, a technically accurate forecast reduces short-term (2 to 4 years) uncertainty reflecting unexpected trend shifts and legislated policy changes. Virginia's biennial forecasts have been reasonably accurate while long-term forecasts face greater uncertainty. Historical forecast accuracy for June 2003 is presented in Section IX of this report.

¹ Technical Status Report Title: An Overview of Expenditure Forecasting in Four Major State Programs, Final Report, dated August, 2000 (House Document 3).
Offender Population Forecasts

II. Forecasting Methodology

The Technical Advisory Committee meets quarterly throughout the year and as often as needed during the forecast season from June through September. It consists of persons in various state agencies that have expertise in statistical and quantitative methods. Predominantly, they use time series analyses and/or simulation modeling to project future offender populations. The Committee focuses largely on identifying trends and seasonal patterns in Virginia's criminal justice admissions and incarceration databases to estimate how observed trends and seasonal patterns may affect the forecasts. Separate computer models were built for SR prison offender populations, LR jail populations, and juvenile offender populations.

The Department of Corrections (DOC) has direct responsibility for forecasting SR admissions and prison populations. The Department of Criminal Justice Services (DCJS) has direct responsibility for forecasting LR jail populations. The Department of Juvenile Justice (DJJ) has direct responsibility for forecasting SR juvenile correctional center admissions and populations, and local detention home forecasts. To ensure that the Committee has at least two forecasts of each population to select from, the Department of Planning and Budget (DPB) also provides a forecast for each of the four populations. Additionally, any member of the Technical Advisory Committee may present a forecast for any or all of the four populations for consideration by the full Technical Advisory Committee. New methods and approaches are strongly encouraged to take full advantage of recent advances in criminal justice research and forecasting techniques, as well as to have the advantage of comparing forecasts that use different approaches.

The Technical Advisory Committee has a Methods Sub-Committee (see Appendix E for a list of members) that conducts peer reviews of all forecasts before the full Technical Advisory Committee meets to consider the forecasts. Using strict pre-determined criteria for acceptance, the Methods Sub-Committee closely scrutinizes the methods used to produce each forecast and the resultant diagnostic statistics. The sub-committee's purpose is to determine the statistical validity of each forecast, rather than recommend which forecast should be chosen.

Once validated, each forecast is then presented to the full Technical Advisory Committee. Each forecaster is responsible for presenting and defending the forecast offered to the Committee for consideration. The full Technical Advisory Committee then selects the forecast with the best statistical properties to recommend to the Policy Advisory Committee.

Qualitative or Judgmental Input

The Policy Advisory Committee evaluates and adjusts the recommended forecasts based on their experience and expectations. This is a critical point in the forecast process, since the quantitative methods used to produce baseline forecasts largely model previous trends and patterns. The Technical Advisory Committee is generally limited in its ability to estimate the effect of innovative policies and unique changes in criminal behavioral patterns that are not reflected in the historical data. Based upon input from members of the Policy Advisory Committee, models are re-specified and final baseline forecasts are produced.

If there are any new policy initiatives that will likely increase or decrease confined populations, the Technical Advisory Committee develops statistical estimates of the anticipated impact for each year of the forecast period. The estimates are presented to the Policy Advisory Committee for approval. Once approved, baseline forecasts are adjusted to include any anticipated new policy impact. Final forecasts (baseline and adjustments) are presented and discussed during the last Policy Advisory Committee meeting of each year. The forecasts benefit from rigorous quantitative analysis by the Technical Advisory Committee and qualitative scrutiny by the Policy Advisory Committee (a consensus process).

III. General Factors Affecting Virginia's Offender Populations

The Technical Advisory Committee reviewed various statistical sources to identify and analyze trends in Virginia's criminal justice data. These statistics are valuable for understanding and

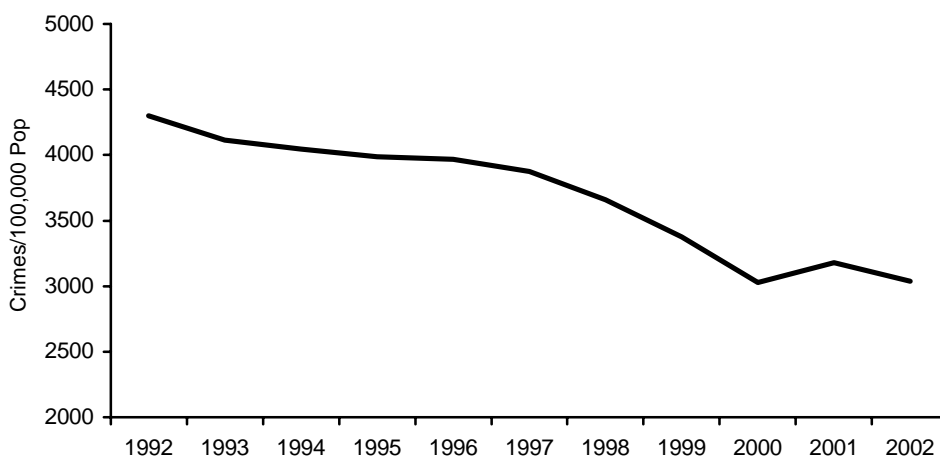
explaining Virginia's historical offender populations and are used in the development of the projected populations.

Crime and Arrest Trends

Virginia crime and arrest trends influence offender populations because crimes lead to arrests, and arrest is the 'entry point' for many who become part of the offender population. Although the precise relationship between changes in crime and arrest rates and changes in offender populations is unclear, these trends do provide one indicator of potential future offender population trends².

Figure 1 depicts Virginia's index crime rates (murder/non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft) for CY 1992 through 2002. The figure shows that Virginia's crime rate declined from 1992 to 2000, then increased slightly in 2001, the first increase in a decade. This increase mirrored a similar, but smaller, increase in the 2001 national crime rate. However, the 2001 increase did not continue into 2002. In 2002, Virginia's index crime rate declined by 4.5% from the 2001 rate.

Figure 1: Virginia Index Crime Rates CY 1992 – 2002



The decline in Virginia's overall index crime rate for 2002 was reflected in decreases in rates for most individual types of crimes. The violent crime rate declined by 4.6% in 2002, due mainly to a decrease in robberies and aggravated assaults. Rates of murder and forcible rape remained relatively unchanged from 2001 to 2002. Virginia's property crime rate declined by 4.4% from 2001 to 2002. All three crimes comprising the property index crime rate – burglary, larceny and motor vehicle theft - decreased in 2002.

Figure 2 depicts Virginia's index crime arrest rates for CY 1992 through 2002. As with the crime rate, Virginia's arrest rate declined from 2001 to 2002. Overall, Virginia's arrest rate declined by 7.6% from 2001 to 2002. Arrest rates for violent crime declined by 9.8%, and property crime arrest rates declined by 7%. Arrest rates for all categories of violent and property index crimes declined.

² Crime and arrest data from Virginia State Police, Uniform Crime Reporting Section, and Federal Bureau of Investigation. 1999-2002 data adjusted by DCJS Criminal Justice Research Center to adjust for underreporting by some localities during transition from Uniform Crime Reporting (UCR) to Incident Based Reporting System (IBR). All 1999 – 2002 IBR data used are converted to UCR format.

Figure 2: Virginia Index Crime Arrest Rates CY 1992 – 2002

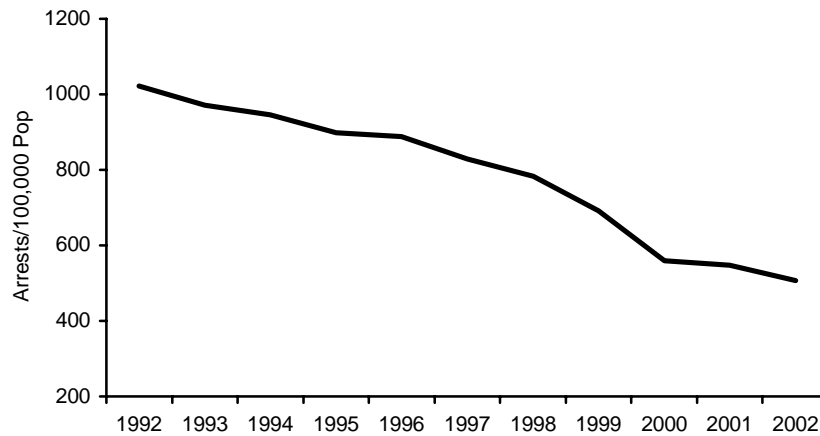
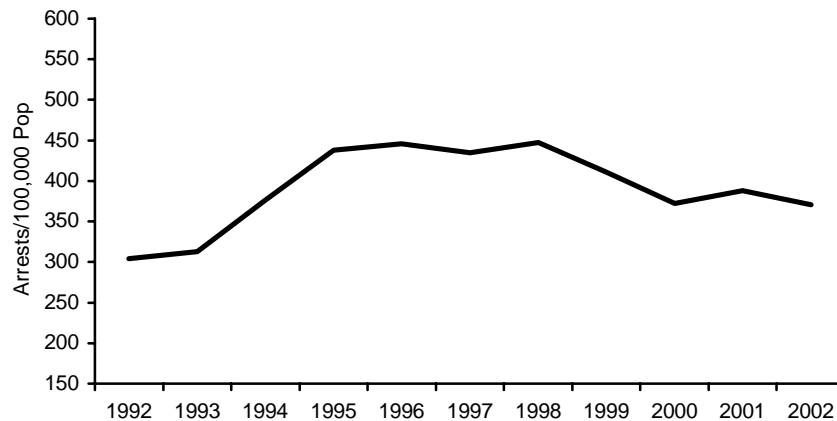


Figure 3 depicts Virginia's overall drug crime arrest rates for CY 1992 through 2002. The overall drug arrest rate is based on arrests for four types of drug offenses: possession of schedule I/II drugs, sale of schedule I/II drugs, possession of marijuana, and sale of marijuana. Drug arrests are not included in the index crime arrest rates shown in Figure 2 above; however, drug arrest trends are presented here because drug offenders are a major component of Virginia's inmate populations. Although the drug arrest rate increased from 2000 to 2001, it declined by 4.4% from 2001 to 2002. Arrest rates in 2002 decreased for sale of schedule I/II drugs, possession of marijuana, and sale of marijuana. Only arrests for possession of schedule I/II drugs showed an increase in 2002.

Figure 3: Virginia Drug Crime Arrest Rates CY 1992 – 2002



At this point, it appears that the increase in crime rates and some arrest rates seen in CY 2001 did not continue into CY 2002. In most cases, 2002 crime and arrest rates were lower than the rates in 2001. This suggests that the increases seen in 2001 were temporary upward “blips” in crime and arrest rates, rather than the beginning of an upward trend. In the first five months of 2003, preliminary data indicate that the number of crimes and arrest reported in 2003 were below the levels reported for the same period in 2002. This preliminary data also suggests that Virginia is not entering a period of continued increases in crime and arrest rates.

Demographic Trends

Another factor that is likely to affect the number of offenders is the “graying” of Virginia’s population. From 1991 to 2001, the number of Virginia residents between the ages of 25 and 39 years old declined by roughly 3%. During that same period, there was a 31% increase of persons aged 40 and over.

Figure 4 shows Virginia’s projected population by age groups.³ Overall, the total Virginia population is expected to grow approximately 5% between 2002 and 2011. It is projected that the number of persons in the 25 to 39 age group will fall almost 7%. However, those in the 40 and over group are projected to increase 16%. The increase in the 40 and over population is likely to exert some downward influence over admissions to adult offender facilities. However, the crime prone age group, 15 to 24 year olds, will increase 9% between 2002 and 2011, which will offset some of the expected downward effect attributed to the aging population.

Figure 4: Virginia Population's Projected Age Distribution FY 2002- 2011

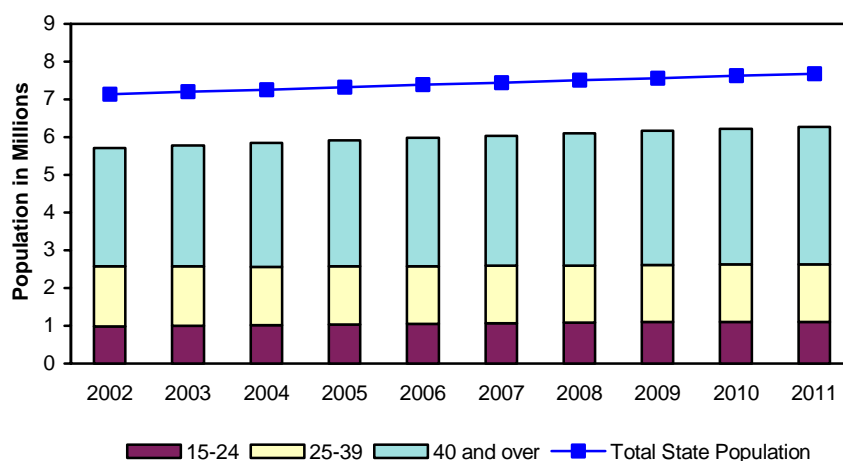
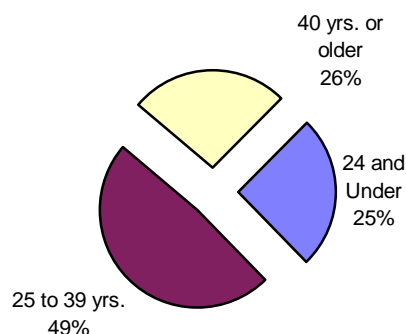


Figure 5: Age Distribution for State Responsible New Court Commitments CY 2002



Effects of Crime Trends and Demographics on Adult Offender Populations

As discussed above, one might expect changes in the flow of adult offenders entering state facilities to be related to the changes in the number of total arrests. This effect is not instantaneous, since there is a significant lag between an offender’s arrest and, if convicted, subsequent commitment to a prison facility.

Furthermore, as noted above, age affects the offender population. As depicted in Figure 5 individuals aged 25 to 39 comprise almost 49% while those 24 and under, represent 25% of new court commitments to state facilities in CY 2002. While Virginia will see an increase in the 15 to 24 year olds, they currently represent only a quarter of the new

³ Population data source: U.S. Census Bureau, State Population Projections, Series A.
Offender Population Forecasts

commitments to prison. The larger “graying” group of those 40 and older represents almost one-half of the commitments. Consequently, any reduction in the overall number of individuals in this larger, older age group is likely to place some downward pressure on new commitments to state facilities. However, the projected population increases for the younger crime prone age group may offset any reduction in commitments for age group 25 to 39.

Figure 6 shows that annual commitments to state prison facilities declined from 1993 to 1994 and leveled off through the end of 1995. This trend reversed in 1996, however, when commitments to state facilities abruptly increased by 13% and then another 5% in 1997. In 1998 and 1999, the number of new commitments decreased modestly by 2.5% in 1998 and 1.0% in 1999. However, for the last three years, the number of new commitments has increased substantially. Commitments to state facilities in 2000 were 7.2% higher than in 1999. New commitments continued to increase in 2001 with an 8.8% growth over 2000 and from 2001 to 2002 there was an increase of 756 or 7.6%.

Figure 6: New Court Commitments to State Facilities CY 1993-2002

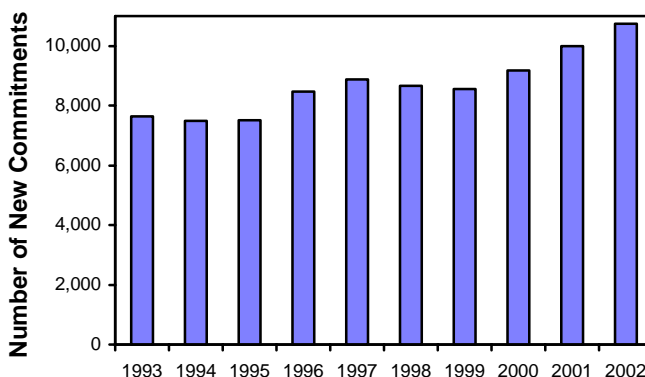


Figure 7 shows that the total SR population (in prison and jails) has increased each year since FY 1994. The SR offender population has increased by 50%, from 23,648 in FY 1994 to 35,429 at the end of FY 2003. This represents an increase of 11,781 offenders and an annual growth rate of 1,309 offenders or 4.7% per year. This growth can be attributed to increases in new court commitments to the system and fewer discretionary releases due to declining parole grant rates. With truth-in-sentencing, more “new law” offenders (those whose date of offense is on or after January 1, 1995) are being held in prison with longer sentences. This, along with longer lengths of stay, contributes to a “stacking effect” in correctional facilities.

Figure 7: State Responsible Offender Population FY 1994-2003

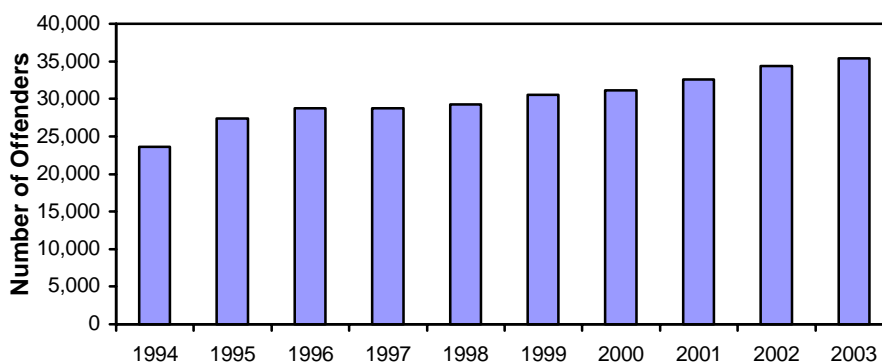


Figure 8 shows the growth in the local responsible (LR) historical average daily population (ADP) for FY 1998 to FY 2003. Beginning with the 2001 forecast report, jail populations are calculated based on ADP rather than the previous method of using the Tuesday Report. Adding the number of offenders reported in jails on each day of the month, then dividing by the number of days in the month, calculates the ADP.

This measure is considered more accurate than the previously used Tuesday Report method, which produced a monthly count based on data from only two Tuesdays of the month. ADP is

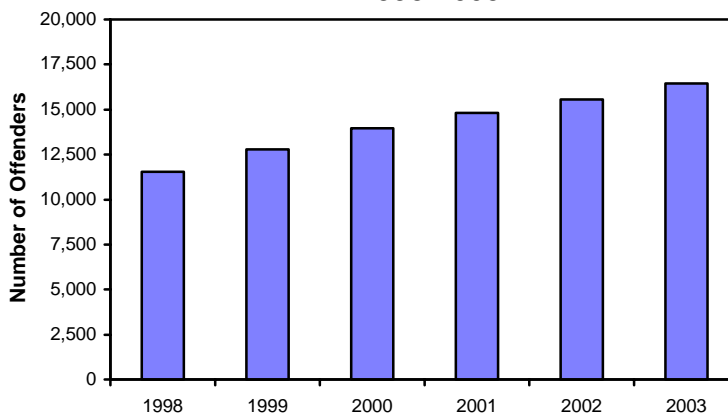
based on data from the Local Inmate Data System (LIDS), maintained by the Compensation Board. Although LIDS data provides more detail than the former Tuesday report, it did not begin until 1997; therefore historical ADP data is available only back to FY 1998. Although the LIDS database was not developed for use as a forecasting database, it is the main source for LR offender population information.

Figure 8 shows that the average daily LR jail population grew from 11,557 offenders in FY 1998 to 16,457 in FY 2003, an increase of 42%. Overall, there have been no abrupt changes in the LR population from FY 1998 to FY 2003. The trend has been a steady growth averaging about 6% annually. Increases in the total LR population over time appear to be driven by increases in the three smaller subgroups (i.e., misdemeanors, LR felons and sentenced awaiting trial) comprising the LR population, rather than the largest subgroup (i.e., unsentenced awaiting trial).

One possible explanation for the increase in the LR population is that, beginning September 1998, responsibility for housing felons with a sentence of “12 months” was shifted from state facilities to local jails. The increase in jail populations may also have been influenced by an increase in civil commitments for failure to pay child support. LIDS indicates that, in FY 2001, civil commitments for failure to pay child support accounted for 19,296 of the local responsible misdemeanor commitments, averaging 30.7 days served in jail. This number increased to 20,691 in FY 2003 averaging 34.7 days served in jail. This relates to a 7.2% growth in commitments over this time period. However, further investigation is needed to determine how this increase affected the size of the jail populations.

Although the LR jail population increased annually since FY 1998, programs that provide alternatives to incarceration may have moderated this increase. The DCJS funds two programs that provide alternatives to incarceration for LR offenders. These programs are authorized under the Pretrial Services Act and the Comprehensive Community Corrections Act. From FY 1998 to FY 2002, these two programs received 177,766 placements⁴ that contributed to reductions in the awaiting trial jail population or sentenced jail populations. Pretrial services programs expedite bail for unsentenced awaiting trial offenders. During this period, magistrates and judges released a total of 58,811 defendants to pretrial supervision, and sentenced 151,060 offenders to community-based probation programs.

**Figure 8: Local Responsible Jail ADP
FY 1998-2003**



⁴ A placement is not equivalent to an individual because an individual can have more than one placement.

Additional Factors Contributing to Offender Population Increases

In addition to the crime, arrest, and demographic trends discussed earlier in this section, the Technical Advisory Committee identified several other factors that help explain the increase in offender populations. Among the factors identified were:

Technical probation and parole violators not included in arrest statistics

Arrest and crime rates for 2002 were lower than the rates for 2001. These statistics do not have to increase to have high prison and jail admissions. There are various ways in which persons may be admitted to jail or prison without an arrest being included in state arrest statistics. For example:

- Probationers who violate the conditions of their probation without committing a new crime (technical violators) may be admitted to jail and eventually to prison, but are not counted in state arrest statistics. Between June of 1993 and 2002, the DOC probation population increased from 23,362 to 39,138 or by 68%. Furthermore, out of 9,995 new court commitments in CY 2001, there were 4,065 (40.7%) technical and new crime probation violators. The number and percentage of technical and new crime probation violators increased in CY 2002 to 4,597 (42.8%) out of 10,751 new commitments. The number of pure technical probation violators is under review.
- Parolees who violate the conditions of their parole without committing a new crime (technical violators) may be admitted to jail and eventually prison, but are not counted in state arrest statistics. The overall number of SR parole population and the parole violator population decreased during the 1990s. However, the percent of violators that were technical violators increased from CY 1996 to 1999 but steadily began to decrease in CY 2000. By CY 2002, the number of technical violators (207) comprised 32% of the total parole violator population of 641.
- While persons who are arrested on local ordinance warrants, and those arrested for traffic misdemeanor or traffic felony offenses, are not included in state arrest statistics, they could become a new court commitment.

Increased lengths of stay and stacking effects due to parole abolition and sentencing reforms

From CY 2000 to CY 2002, the SR prison population increased from 31,727 to 34,968 or by 10%, and the number of new court SR commitments increased by 17%, from 9,183 to 10,751. This suggests that part of the growth in prison populations during this period may be due to the beginning of the predicted 'stacking effect' produced by the parole abolition and truth-in-sentencing reforms enacted in 1994. Under these reforms, offenders sentenced for crimes committed on or after January 1, 1995, are no longer eligible for parole and other early-release mechanisms, and sentences for certain offenders were lengthened. The 'stacking effect' results as the offenders serving these longer sentences begin to accumulate (or 'stack') in the DOC population.

There is some evidence for this effect in the length of stay figures for SR offenders. In FY 1999, the average length of stay for these offenders was 38 months. By FY 2002, the average length of stay had increased to 43 months. The population is increasing due to both average lengths of stay increasing and higher numbers of new court commitments. It also appears that the average length of stay has been increasing for LR jail offenders. However, uncertainties concerning local jail offender data make it impossible to confirm this at the present time.

Court Case Trends

Numbers of court cases and convictions provide another potential indicator of offender trends that may influence inmate populations. Data for CY 1992 through 2002 show increases in new circuit court criminal cases, and in new juvenile cases in juvenile courts. Criminal cases in general district courts decreased over the last decade. Felony convictions in Virginia increased in 2002 compared to 2001.

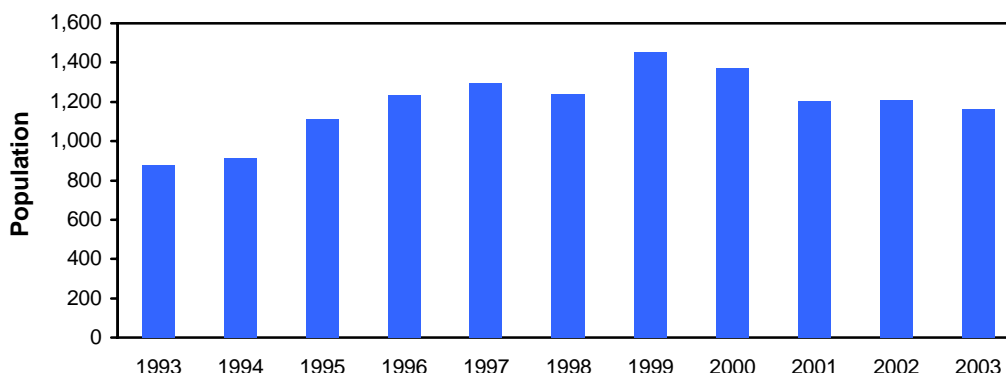
- The number of new criminal cases commenced in Virginia's circuit courts grew from 110,064 in CY 1992 to 166,389 in CY 2002, an increase of 51%. More recently, the number of new criminal cases increased by 2.9% from 161,660 in CY 2001 to 166,389 in CY 2002.
- The number of new criminal cases in Virginia's general district courts decreased from 454,246 in CY 1992 to 384,259 in CY 2002, a decrease of 15%. More recently, the number of cases decreased by 2.6% from 394,408 in CY 2001 to 384,259 in CY 2002.
- Reasons for the increases in circuit court criminal cases and simultaneous decreases in district court criminal cases are unclear. Some factors that may be influencing these changes include:
 - A decrease in arrests for misdemeanor crimes. This decrease mirrors the decrease in district court criminal cases. (However, there has been no increase in felony arrests that corresponds to the increase in circuit court criminal cases).
 - A decrease in capias/show cause cases in district court, which tends to reduce the number of new criminal cases counted in district courts.
 - An increase in reinstatements for felony offenses in circuit court, primarily for probation/parole violations. These cases may be "double counted" in circuit court case counts, artificially inflating the number of new circuit court criminal cases.
 - Anecdotal reports from Commonwealth's Attorneys indicate that they are charging fewer criminal misdemeanor cases in district court than in the past. Currently there is no explanation for why this reduction has occurred.
 - Efforts to increase the seriousness of offenses. For example, simple assault of a law enforcement officer and 3rd and 4th DWI offenses have been increased from misdemeanor to felony offenses.
- The number of new juvenile cases (excluding domestic relations cases) in Virginia's juvenile and domestic relations courts increased by 41% from 212,702 in CY 1992 to 300,705 in CY 2002. More recently, the number of cases decreased by 1.1% from 304,216 in CY 2001 to 300,705 in CY 2002.
- The number of felony convictions in Virginia (represented by the number of felony sentencing events) increased by 8.6% from 19,089 in FY 2000 to 20,740 in FY 2001, and by 15.4% from 20,740 in FY 2001 to 23,942 in FY 2002. Overall, the number of felony sentencing events increased by 25% from FY 2000 to FY 2002. It appears that some of this substantial increase may be due to an increase in DUI felony convictions in both FY 2001 and FY 2002. The number of felony sentencing events serves as a proxy for the number of felony convictions. A felony sentencing event includes all offenses for which an offender is sentenced on the same day and the same time⁵.

⁵ Data Sources: Court case numbers: Virginia State of the Judiciary Annual Reports for 1992, 2000 - 2002, Supreme Court of Virginia. Sentencing events numbers: Virginia Criminal Sentencing Commission.
Offender Population Forecasts

Factors Influencing Juvenile Offender Population

Figure 9 indicates that the SR juvenile population experienced its largest growth (22%) from FY 1994 to 1995. After peaking in October 1999, the juvenile population has steadily declined through the end of FY 2003. Much of the decline is due to declining admissions. Juvenile admissions trends are summarized in Section VI.

**Figure 9: State Responsible Juvenile Offender Population
FY 1993-2003**



The following discussion provides a brief description of other factors that may influence changes in the SR juvenile population:

The impact of funding cuts to community-based programs, the Peninsula Marine Institute and the Norfolk Marine Institute

The period of declining juvenile admissions occurred when annual funding for the Virginia Juvenile Community Crime Control Act (VJCCCA) was increasing. VJCCCA provides funding to support community-based programs. From FY 1996 to FY 2002, VJCCCA funds increased from \$14.4 million to \$29.5 million.⁶ The FY 2003 VJCCCA budget was cut by a little more than 50%.

The Peninsula Marine Institute (PMI) and the Norfolk Marine Institute (NMI) were programs that served local youth but that were funded by the State. State funding for both programs has been eliminated. (The Norfolk Department of Social Services funded the NMI in FY 2003, but the program targeted a different population than had been previously served by DJJ.)

DJJ and the Policy Advisory Committee anticipated the possibility that these reductions would lead to increases in both SR juvenile admissions and the SR juvenile population. The evidence from actual FY 2003 admissions and monthly population counts is mixed at this time.

Overall, juvenile admissions and population were down for the year but that trend was not consistent across each locality. Preliminary data from some localities indicates that there might have been increases resulting from the various program cuts. DJJ has also canvassed managers in the "field". Some believe that the impact of the cuts will occur with a lag and that DJJ may yet experience increases. Finally, enthusiasm for several of the programs whose funding was eliminated led some localities to finance the programs with local funds. DJJ continues to collect and analyze data in order to provide more definitive conclusions.

⁶ The VJCCCA replaced the Juvenile Non-Secure Block Grant Program in January 1996.
Offender Population Forecasts

Committable Intake Complaints

Juvenile intake complaints are DJJ's preferred measure for tracking Virginia's juvenile delinquency trends.⁷ A review of the trend in committable intake complaints (mainly felony or Class 1 misdemeanor) shows a continuation of marginal annual decreases (see *Table 1* below). While admissions declined approximately 32% from FY 1996 to FY 2003, committable intake complaints declined by about 6% over the same period. This implies that there was little change in Virginia's juvenile crime over this time period. Consequently, DJJ continues to believe that the decline in Virginia's juvenile commitments cannot be explained as resulting mainly from a general decline in juvenile crime.

Table 1: Committable Juvenile Intake Complaints FY 1996-2003

	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	FY 2003
<i>Felony and Class 1 Misdemeanor Intake Complaints</i>	54,734	53,740	56,181	55,686	54,321	53,801	53,531	51,478
<i>Year to Year % Change</i>		-1.8%	4.5%	-0.9%	-2.5%	-1.0%	-0.5%	-3.8%

Availability of alternatives to correctional center incarceration for juveniles with less serious offenses

Between the end of FY 2002 and FY 2003, post-dispositional detention capacity decreased from 137 to 123 beds. Even though it declined, the current number of post-dispositional beds represents an increase over available post-dispositional capacity from FY 1997 to FY 2001. As new detention homes become operational, this capacity is projected to expand. The increase in capacity may allow judges the option to sentence more low-level juvenile offenders to be held locally, thereby potentially decreasing admissions to state correctional centers (see Section VII. Virginia's Juvenile Detention Home Population for a summary of historical and projected pre- and post-disposition detention home capacity).

In FY 2003 there was funding for 50 intermediate sanction boot camp beds at Camp Kenbridge. As a result of budget cuts, funding for the boot camp program has now been eliminated.

Legislative Changes

Effective July 2000, the *minimum* offense criteria for committing a juvenile to DJJ increased from one Class 1 misdemeanor with a prior adjudication for at least one felony or *one* misdemeanor, to one Class 1 misdemeanor with a prior adjudication for at least one felony or *three* Class 1 misdemeanors (§16.1-278.8 *Code of Virginia*). This change resulted in a decrease in misdemeanor admissions to DJJ during FY 2001. DJJ believes additional declines in admissions levels that are directly related to this legislation are unlikely. Analyses of admissions in FY 2002 and FY 2003 support this conclusion. It is important to note that the legislation did not impact the court's authority to commit a juvenile for a felony offense, regardless of prior adjudications.

In July 2001, an amendment to §16.1-285.1(a) *Code of Virginia* became effective and the amendment has implications for the number of determinate commitments that DJJ may receive from circuit court cases. The change allows any juvenile who has been tried and convicted as an adult by the circuit court to be sentenced as a serious offender and given a determinate commitment to DJJ regardless of whether or not the juvenile meets the criteria in subsection A of §16.1-285.1 *Code of Virginia*. During the time that the law has been in effect DJJ analyses show

⁷ DJJ has found that tracking juvenile intake complaints is a much more reliable and complete method for summarizing juvenile "arrest" and crime trends when compared to data provided in the U.S. Justice Department's Uniform Crime Report (UCR).

that the number of commitments from circuit courts grew at a faster rate than commitments coming from juvenile and domestic relations district courts. While total commitments are down an average of 5% per FY from 2001 to 2003, commitments from circuit courts have risen at the rate of 14% per year for the same time period. Similarly, circuit court commitments were 10% of all FY 2001 commitments and comprised 15% of all FY 2003 commitments.

Effective July 1, 2002, an amendment to §16.1-272.1 *Code of Virginia* provides the circuit court the authority to sentence a juvenile to serve a portion of his sentence with DJJ as a serious offender (§16.1-285.1 *Code of Virginia*), and the remainder at the Department of Corrections. In FY 2003, six juveniles were committed under this statute, but the longer-term effects on juvenile admissions and population are unclear.

During the FY 2003 legislative session, there were no changes to the law that should have a significant impact on commitments to the juvenile offender population.

Population Management

The process of population management for SR juveniles was made more efficient and systematic in 1999. The population of SR juvenile offenders is managed according to the Department of Juvenile Justice's length of stay system. Section VI of this report explains the length of stay and how DJJ manages the system.

IV. Virginia's State Responsible Offender Population

State Responsible New Court Commitment Background

Since SR offenders may be admitted and held in local jails, the production of an admissions stream that counts the number of offenders for whom the DOC has responsibility has become increasingly complicated over time. In 1996, the Technical Advisory Committee adopted an admissions stream generated by establishing the final sentence date as the point of admission. Utilizing this admissions stream facilitates the projection of the SR offender population, regardless of housing location. The new court commitment forecast adopted and presented in this report is based on this final sentencing based stream.

Normally, it takes up to six months to receive, process and verify an offender's sentence and jail credit information and compute time calculations; thus, new court commitment (final sentence) data for the six months ending June 2003 were not considered complete. Data through December 2002 is considered complete.

State Responsible New Court Commitment Trends

Table 2 shows the historical trends concerning SR new court commitments from CY 1993 through CY 2002 by drugs, non-violent and violent offense groupings and by male and female offenders.

- From CY 1993 to CY 2002, new court commitments increased by 3,103 or 40.6%. More than 60% was due to an increase in non-violent commitments. Furthermore, over the last ten years, the increase in female commitments was substantially larger than that for males (72.3% vs. 37.3%). Overall, from 1993 to 2002, new court commitments increased by an average of 4.0% per year; however, female commitments increased at a greater average proportion than that of males (6.4% per year compared to 3.7%). The overall ten-year increase in the number of new commitments averaged 345 offenders per year since 1993.
- From CY 2001 to CY 2002, new court commitments grew by 756 or 7.6%. Over half (69.3%) of this increase was in male non-violent commitments. Further, approximately 500 of these 756 (or 66%) are due to new law probation violators. The proportion of new law probation violators within the new court commitments has increased over the last several years.
- Female offenders comprised 9.5% of the commitments in CY 1993. In 2002, 11.6% of the offenders admitted were female.
- Annual admissions declined from CY 1993 to CY 1994 and leveled off through the end of 1995. In 1994, 165 fewer offenders were sentenced to prison than were reported in 1993. Trends began to reverse in CY 1996, one year after the January 1995 abolition of parole and the implementation of voluntary sentencing guidelines with 968 additional new commitments recorded. This increase of 12.9% represents the largest one-year increase over the last ten-year period.
- For the last three years, the number of new court commitments has increased substantially. The 9,995 new commitments in CY 2001 is an 812 or 8.8% increase over 2000 and is the second largest one-year increase over the last 10-year period. The 10,751 new court commitments in CY 2002 is a 756 or 7.6% increase over 2001. There was a large overall increase in 2002 in total non-violent new court commitments (13.6% or 619 compared to 9.0% or 376 in 2001). The number of new commitments in all non-violent offense categories except arson also increased in 2002.

- From CY 1993 to CY 2002, there has been an increase of 976 or 46.8% in total violent offender new court commitments. During this period, two offense categories, assault and robbery, accounted for well over half of all violent commitments. Interestingly, however, since the implementation of sentencing guidelines, the proportion of total new court commitments for robberies has decreased while the percentage of assaults has increased. In 1995, robberies made up 32.4% and assaults 23.4% of total new court commitments. In 2002, there was nearly an exact reversal of those figures (24.3% vs. 32.8%), respectively.
- There were 1,716 serious violent commitments (capital murder, homicide, manslaughter, abduction, rape/sexual assault and robbery) recorded in CY 2002. This is 297 or 20.9% more than the 1,419 serious violent commitments reported in 1995—the year truth-in-sentencing guidelines became effective.
- Although the ten-year trend shows an overall increase in drug-related new court commitments, in comparison to the other categories (i.e., violent and non-violent), drug offender commitments experienced the smallest change (7.2%) from 1993 to 2002. Broadly, the period between CY 1993 through CY 1998 was one of decreasing counts in total drug commitments (with the exception of a stark anomaly, an 11% positive change, in 1996). This trend began to reverse in 1999, with increases evidenced every year through 2002. From 2001 to 2002, there was a change of 4.1% in new drug commitments, or roughly 100 new offenders committed to DOC.

Table 2: Department of Corrections Date Sentenced New Court Commitment Stream

CY	DRUGS			NON-VIOLENT			VIOLENT			Total	Total	Total	Yearly Change
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	NCC	
CY 1993	2,111	244	2,355	2,808	399	3,207	2,004	82	2,086	6,923	725	7,648	
CY 1994	1,982	264	2,246	2,698	405	3,103	2,046	88	2,134	6,726	757	7,483	-2.2%
CY 1995	1,861	249	2,110	2,952	452	3,404	1,884	108	1,992	6,697	809	7,506	0.3%
CY 1996	2,041	302	2,343	3,553	534	4,087	1,930	114	2,044	7,524	950	8,474	12.9%
CY 1997	2,021	296	2,317	3,613	551	4,164	2,280	124	2,404	7,914	971	8,885	4.9%
CY 1998	1,849	295	2,144	3,485	547	4,032	2,344	139	2,483	7,678	981	8,659	-2.5%
CY 1999	1,901	310	2,211	3,508	509	4,017	2,212	129	2,341	7,621	948	8,569	-1.0%
CY 2000	2,098	292	2,390	3,582	588	4,170	2,453	170	2,623	8,133	1,050	9,183	7.2%
CY 2001	2,098	327	2,425	3,871	675	4,546	2,852	172	3,024	8,821	1,174	9,995	8.8%
CY 2002	2,232	292	2,524	4,395	770	5,165	2,875	187	3,062	9,502	1,249	10,751	7.6%
Change 2001-2002	134 6.4%	-35 -10.7%	99 4.1%	524 13.5%	95 14.1%	619 13.6%	23 0.8%	15 8.7%	38 1.3%	681 7.7%	75 6.4%	756 7.6%	
Change 1993-2002	121 5.7%	48 19.7%	169 7.2%	1,587 56.5%	371 92.9%	1,958 61.1%	871 43.5%	105 128.0%	976 46.8%	2,579 37.3%	524 72.3%	3,103 40.6%	

Table 3 shows the historical trends concerning SR new court commitments according to sentencing structure. With the implementation of truth-in-sentencing in January 1995, the composition of the admissions cohort shifted from the parole system to truth-in-sentencing. By December 2002, 98.2% of all admissions were governed by truth-in-sentencing (this includes pure “new law”; not parole eligible) and combination (sentenced under both “old” and “new law” conditions). Only 1.8% of all admissions were pure “old law” (parole eligible) admissions.

**Table 3: Total New Court Commitments by Sentencing Structure
CY 1995 – 2002**

	Total	Truth-in-Sent		Parole System		Combination	
	#	#	%	#	%	#	%
CY 1995	6,886	1,129	16.4	4,737	68.8	1,020	14.8
CY 1996	8,474	4,097	48.3	1,495	17.6	2,882	34.0
CY 1997	8,885	5,019	56.5	898	10.1	2,968	33.4
CY 1998	8,659	5,181	59.8	633	7.3	2,845	32.9
CY 1999	8,569	5,161	60.2	426	5.0	2,982	34.8
CY 2000	9,183	5,966	65.0	323	3.5	2,894	31.5
CY 2001	9,995	6,702	67.1	279	2.8	3,014	30.2
CY 2002	10,751	7,287	67.8	197	1.8	3,267	30.4

Table 4 presents a summary of historical parole violator returns to prison from CY 1995 to CY 2002. As a result of parole abolition in January 1995, parole violator admissions began to decline in 1996. In 1995, the number of parole violators returned to prison declined by 9% from the previous year (in 1994, there were 2,057 violators). This trend continued in 1996 and 1997. However, the trend was reversed in 1998, when an additional 157 parole violators were returned, a growth of 12%.

In CY 1999, the number of parole violators returned to prison decreased dramatically. In CY 1999, there was a decrease of 103 or 21% in technical parole violators and a more dramatic decrease of 474 offenders or 47% for parole violations with a new charge. However, in CY 2000, the parole violation trend somewhat stabilized with an increase of 47 offenders or 5%. In CY 2001, the number of parole violators decreased by 212 or 22%. In 2002, the number of parole violators decreased by 110 or 15%. The number of technical parole violators decreased by 48, or 19%, and the number of parole violations with a new charge decreased by 62 offenders, or 12% in 2002.

**Table 4: Total State Responsible Parole Violators
CY 1995-2002**

	Technical Violators				PV's w/ New Charge(s)				Total Parole Violators			
			Change				Change				Change	
CY	#	% of Total	#	%	#	% of Total	#	%	#	#	%	# of Parolees*
1995	575	30.8			1,290	69.2			1,865	99		10,051
1996	410	25.9	-165	-28.7	1,171	74.1	-119	-9.2	1,581	-284	-15.2	8,676
1997	401	30.0	-9	-2.2	935	70.0	-236	-20.2	1,336	-245	-15.5	8,066
1998	483	32.4	82	20.4	1,010	67.6	75	8.0	1,493	157	11.8	6,700
1999	380	41.5	-103	-21.3	536	58.5	-474	-46.9	916	-577	-38.6	5,860
2000	373	38.7	-7	-1.8	590	61.3	54	10.1	963	47	5.1	5,148
2001	255	34.0	-118	-31.6	496	66.0	94	-15.9	751	-212	-22.0	4,873
2002	207	32.3	-48	-18.8	434	67.7	-62	-12.5	641	-110	-14.6	4,530

* Total # of Parolees on 12/31

New Court Commitment Forecast Background

The new court commitment forecast adopted and presented in this report is based on the final sentence date as the point of admission. DPB and DOC used a final sentencing-based stream of monthly data from January 1995 through December 2002 to generate various statistical models for six subgroups (by gender and offense) of new court commitments. Forecasts are selected primarily based on the best fit statistics. Some forecasts, however, are an average of two or more competing forecasts with comparable fit statistics; this year, three forecasts were based on averaging.

Table 5 shows both the CY and FY new court commitment forecast. As can be seen in the CY and FY forecast, the number of commitments is anticipated to increase each year. The average change for CY 2003 to CY 2008 is 686 new court commitments, or 5.4%, and for FY 2003 to FY 2008 is 674, or 5.5%.

Table 5: State Responsible New Court Commitment Forecast by CY and FY

New Commitment Last Sentence Date	Total SR Cases	% Change	New Commitment Last Sentence Date	Total SR Cases	% Change
CY 2003	11,365		FY 2003	11,079	
CY 2004	12,046	6.0%	FY 2004	11,703	5.6%
CY 2005	12,734	5.7%	FY 2005	12,388	5.9%
CY 2006	13,420	5.4%	FY 2006	13,079	5.6%
CY 2007	14,107	5.1%	FY 2007	13,764	5.2%
CY 2008	14,797	4.9%	FY 2008	14,451	5.0%
Average Growth	686	5.4%		674	5.5%

State Responsible Released Population and Parole Grant Rate Trends

In addition to reviewing the new court commitments and parole violators that make up the new admission stream, DOC in conjunction with the Virginia Parole Board tracks SR releases to discretionary and mandatory parole. In addition to parole releases, the DOC also compiles the

number of direct discharges to the community. Such data is needed for the simulation model that DOC uses to produce the SR forecast.

- Preliminary FY 2003 data indicate that 10,635 offenders were released from state responsibility. Of those released, 21% were released to parole supervision (15% mandatory and 6% discretionary) while 79% of those released were offenders sentenced under truth-in-sentencing and not subject to parole.
- The overall average length of stay for releases has increased from 36 months in FY 1995 to 43 months in FY 2002.
- The highest overall parole grant rate including LR and SR offenders reported was for FY 1990 at 47%. In June 1994, a new parole board was appointed and the overall grant rate dropped to 25%. The grant rate decreased again in FY 1995 to 14%. These last two fiscal years followed the abolition of parole. In FY 1996 and FY 1997, grant rates increased slightly to 18% and 20%, respectively. In May 1998, the existing Parole Board was replaced and the overall grant rate decreased to 16% for FY 1998. Under this new board, the grant rate stabilized between 7% and 8% for FY 1999 and FY 2000. During FY 2002, the existing Parole Board was again replaced but the overall grant rate stayed approximately the same, at 8.0%. The overall grant rate has remained at 8.0% for FY 2003. The SR only grant rates for FY 2001 to FY 2003 are: 7.9%, 8.0%, and 8.0%, respectively. The SR parole grant rates for FY 2003 for hearings 1 through 5 were as follows: 11.6% for hearing 1; 10.4% for hearing 2; 9.9% for hearing 3; 10.2% for hearing 4 and 6.6% for hearing 5.
- In FY 2003, average grant rates for violent offenses were extremely low, with an overall grant rate of 2.7%. However, the grant rates for non-violent and drug offenses were significantly higher, with an overall grant rate of 15.9% for non-violent offenses and 20.9% for drug offenses. The FY 2003 total grant rate for parole eligible offenders generally decreases as more high-risk offenders move through their subsequent hearings.

State Responsible Prison Population Trends

- Between FY 1993 and 2003, growth in the offender population averaged an additional 1,467 offenders per year, or a 5.6% annual growth rate. The growth observed was the result of increased admissions and longer lengths of stay.
- The offender population growth between FY 1993 and 1995 can be attributed in large part to declining parole grant rates. During this period, the SR population increased by 6,604 offenders (32% growth) or 2,201 offenders per year.
- Between FY 1995 and 1996, the SR population grew by 1,379 offenders, an increase of 5%. However, between FY 1996 and 1997, the SR population remained flat. Between 1997 and 1998, the observed growth was 502 offenders or an increase of 1.7%. In FY 1999 the SR population grew by 1,301 or 4.4%.
- In FY 2000, the SR population grew by 614 offenders, an increase of 2%. In FY 2001, the SR population grew by 1,431 offenders or 4.6%. Between FY 2002 and 2003, the SR population grew by 1,086 offenders, an increase of 3.2%.

State Responsible Prison Population Forecast: Simulation Model

The SR offender population forecast was produced using the Prophet simulation model. DOC has used this software since 1986 to produce offender population forecasts. This computerized simulation model mimics the flow of offenders through the correctional system based on known and assumed policies affecting both the volume and the lengths of stay of admissions into the system. The model is run over a six-year forecast horizon and produces separate monthly forecasts for 75 individual offender groups (54 male, 21 female). The number of offenders projected to be in each group, their sentences, length of stay, credits, and other elements that govern how long offenders remain in prison, are different for each group.

To accurately simulate the movement of offenders through the system, data which describe “who” is admitted to prison and “how long” admitted offenders remain confined must be compiled, analyzed, and used as an input to the simulation model. The resulting simulation replicates or mimics how the system performed during the time period represented in the data. Current projections are based on data describing offenders confined at the end of CY 2002 and those admitted and released during CY 2002. The simulation period begins January 1, 2003. The simulation model incorporates certain assumptions described in the next section. This ability to explicitly incorporate assumptions also allows for the assessment of changes to policy and law, and their expected impact on the SR population.

The simulation model is loaded with the frequencies, sentences, and numerous characteristics of CY 2002 new court commitments; releases and the stock population confined December 31, 2002. FY 2003 Parole Board discretionary grant rate and parole hearing information is also used in the simulation model. The simulation model assigns probabilities and simulates the flow of the new court commitments through the forecast horizon to achieve monthly numbers by various identification groups and characteristics. The Technical Advisory Committee arrived at the recommended population forecast by selecting the simulation model for FY 2004 to FY 2009. The average percentage change for FY 2005 through FY 2009, the most recent five years of forecast values, was used to arrive at the population forecast for FY 2010 through FY 2013.

Key Forecast Assumptions for Simulation Model

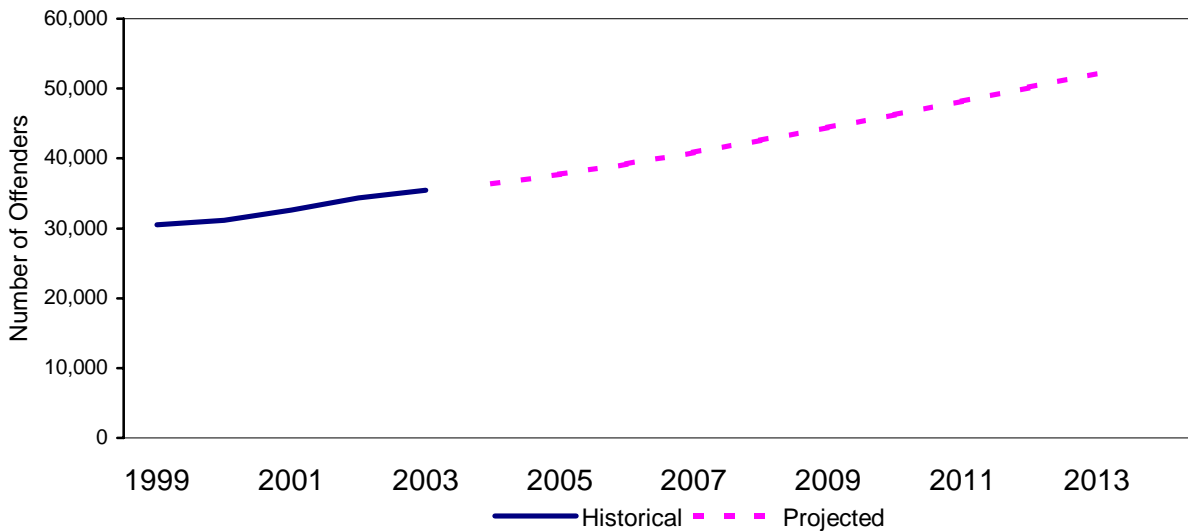
- The sentence group composition of future annual admissions is assumed to be the same as the composition of admissions reported in CY 2002 in terms of admitting charges, sentences received, jail credit days, and good time earning potential.
- The SR population forecast is based on an average discretionary parole grant rate of 8%. The overall discretionary parole grant rate is assumed to average 8% over the next six years: 11.6% for hearing 1; 10.4% for hearing 2; 9.9% for hearing 3; 10.2% for hearing 4; and 6.6% for hearing 5.
- New admissions governed by truth-in-sentencing are assumed to continue to phase-in over time. By January 2004, it is assumed that parole eligible admissions will be phased out and all admissions will be governed by truth-in-sentencing.
- Offenders governed by truth-in-sentencing are projected to serve 86% of imposed sentences. Data through the end of CY 2002 indicate that violent offenders received good time credits totaling 12.5% of their sentence, while nonviolent received good time credits totaling 13.8% and drug offenders received credits totaling 14.1%. Therefore, future violent admissions are projected to serve 87.5% of imposed sentences less jail credits, non-violent are projected to serve 86.2% and drug offenders are projected to serve 85.9% of imposed sentences.
- The number of parole violators returned to prison is projected to decline over the forecast horizon from 618 in CY 2003 to 457 in CY 2009. Technical violators are assumed to serve

15 months upon returning to prison. Violators returned to prison with new charges are assumed to receive sentences consistent with new admissions from court.

FY 2004 State Responsible Forecast

Figure 10 and Table 6 show the FY 1999 to FY 2003 historical SR offender population and the offender population forecast for FY 2004 to FY 2013.

Figure 10: Historical and Projected State Responsible Offender Population FY 1999-2013



Data Source: Historical figures were supplied by the Virginia Department of Corrections.

Projected forecast was developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

**Table 6: Historical and Projected State Responsible Offender Population
FY 1999-2013**

Historical¹	Offenders	Annual Change	
		Difference	Percent³
FY1999	30,546	-----	-----
FY2000	31,160	614	2.0%
FY2001	32,591	1,431	4.6%
FY2002	34,343	1,752	5.4%
FY2003	35,429	1,086	3.2%
Projected²			
FY2004	36,350	921	2.6%
FY2005	37,772	1,422	3.9%
FY2006	39,184	1,412	3.7%
FY2007	40,870	1,686	4.3%
FY2008	42,575	1,705	4.2%
FY2009	44,464	1,889	4.4%
FY2010*	46,287	1,823	4.1%
FY2011*	48,185	1,898	4.1%
FY2012*	50,160	1,976	4.1%
FY2013*	52,217	2,057	4.1%
Average Percentage Change per Year			
1999-2003			3.8%
2005-2009			4.1%

¹Data Source: Historical data were supplied by the Virginia Department of Corrections. FY 1999 to FY 2003 revised because of historical rebuild of LIDS database.

²Projected forecast was developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

³All percentages are rounded to the nearest tenth.

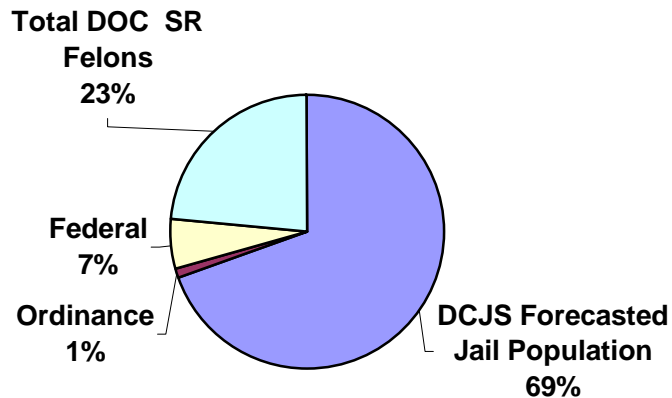
*Figures for FY 2010 to FY 2013 are extrapolated using the average percentage change from FY 2005 to FY 2009.

V. Virginia's Local Responsible Offender Population

Jail Population Trends

- Following a recommendation from the Technical Advisory Committee, projections for the total LR offender population have been aggregated based on four offender sub-populations: sentenced awaiting trial, LR felons, misdemeanants, and unsentenced awaiting trial for other charges. Furthermore, the Policy Advisory Committee adopted average daily population (ADP) projections for the total LR population. ADP is calculated by dividing monthly offender totals by the number of days in the month. ADP is likely to be the most accurate measure of the overall monthly population in jail. This is the third year that the forecast departs from tradition because it excludes ordinance offenses for which per diems are not paid. The source of the historical jail data is the Compensation Board's Local Inmate Data System (LIDS) for the period July 1997 to June 2003.
- *Figure 11* shows the composition of the total confined population in local jail facilities for FY 2003. The monthly average of the total confined local jail population for FY 2003 was 24,337 offenders. This represents a 7% increase over the FY 2002 annual population of 22,754. The LR confined local jail population forecasted by DCJS is that part of the population for which jails receive reimbursement from the Compensation Board. The LR forecasted population comprised about 69% of the total offender population confined in local jails. The remaining 7,514 of the 24,337 are SR offenders housed in jails (23%), federal offenders (7%) and ordinance offenders (1%).

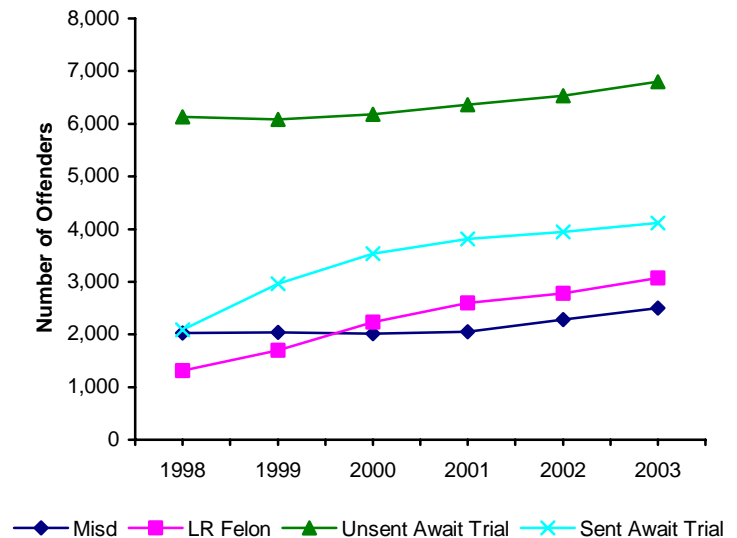
Figure 11: Composition of Confined Population in Local Jail Facilities FY 2003



- In FY 2003, the average LR jail population was 16,457 offenders. This represents a 6% increase over the FY 2002 average annual population of 15,544. A factor contributing to this increase was in September 1998, when housing responsibility for felons with a total sentence of “12 months” was shifted from the state prison system to local jails. On average, felons with a “12 months” sentence accounted for 19% of the monthly total LR population for FY 2003.

- *Figure 12* shows the average FY 1998 to 2003 composition for the four subgroups of the LR population. As has been the case historically, the average FY 2003 unsentenced awaiting trial category was the largest component of the total LR forecasted population (6,798 or 41%).

Figure 12: Average Composition of Forecasted Local Responsible Jail Population FY 1998-2003



- Unsentenced awaiting trial offenders are persons who are incarcerated but have not been convicted and/or sentenced, nor are they currently serving time on other charges. The largest part of the LR forecasted population, unsentenced awaiting trial offenders grew from 6,128 offenders in FY

1998 to 6,798 offenders in FY 2003, an increase of 11%. Although this group's share of the total forecasted LR population declined by 1% between FY 1998 to FY 1999, it grew in the most recent three years; it showed a modest growth averaging about 3% from FY 2001 to FY 2003. Any change in the overall number of individuals in this confinement group is likely to have more impact on the population than any other confined LR group.

- Sentenced awaiting trial offenders are convicted inmates who have other charges pending. This subgroup, which is the second largest part of the LR forecasted population, comprised 25% (4,115 offenders) of the FY 2003 LR forecasting population. This group's share of the total forecasted LR population has grown from 18% in FY 1998 to its current 25%. The average for sentenced offenders awaiting trial grew from 2,090 inmates in FY 1998 to 4,115 inmates in FY 2003, an increase of 97%. This increase occurred mainly between FY 1998 and FY 2001. One possible contributing factor to the increase in this population is an overall increase in jail capacity, including new and expanded facilities. However, from FY 2002 to FY 2003, sentenced awaiting trial offenders showed a slower growth of about 4%. A possible explanation for the decline is that the processing time for this group has been faster in recent years than in it has been in the past as jails have worked aggressively in getting updated paperwork and disposition notices from courts. This seems to have an “un-stacking” effect on this confinement group.
- Local responsible felons are convicted felons with sentences within a certain defined sentence time range. Currently, local jails have responsibility for housing three groups of felons:

- 1) Individuals convicted of a felony offense and having a sentence length less than one year, if the offense was committed on or after January 1, 1995.

- 2) Individuals convicted of a felony offense and having a sentence length less than or equal to two years, if the offense was committed prior to January 1, 1995.
- 3) Individuals convicted of a felony and having a sentence length worded as “12 months” or less as of July 1999.

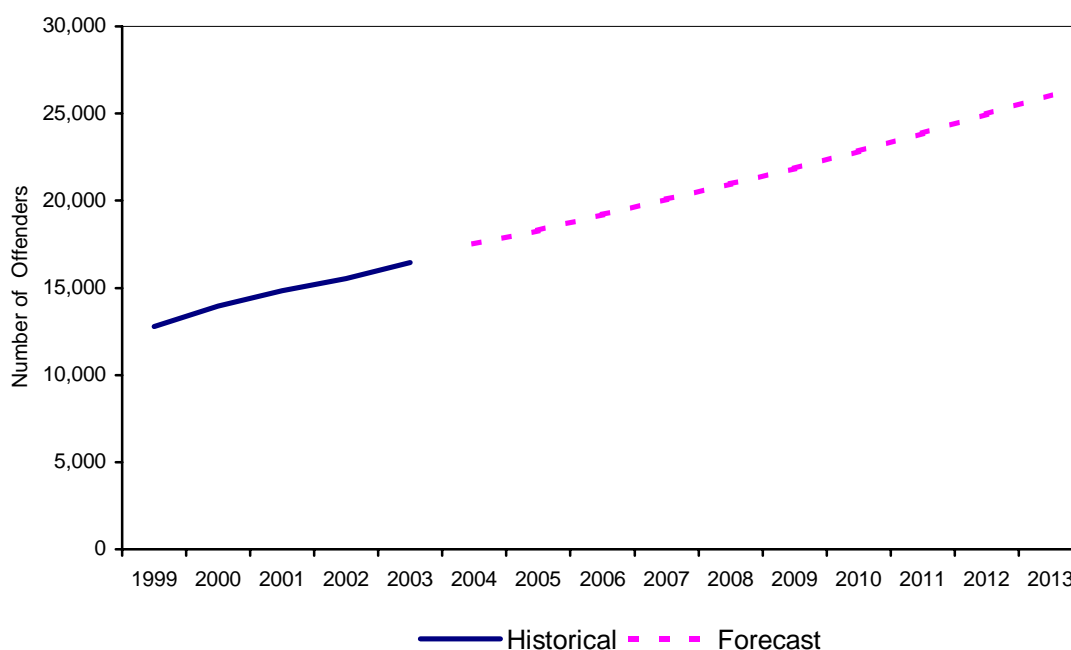
LR felons comprised 19% (3,045) of the LR population in FY 2003, compared to only 11% of the total in FY 1998. LR felon offenders increased from 1,317 in FY 1998 to 3,045 in FY 2003, an increase of 131%. This group showed the largest percentage increase among the four groups that comprise the LR forecasted offender population. Most of this increase occurred between FY 1999 and FY 2001, with only a 9% increase in FY 2003. Historically, there have been shifts in the definition of LR felons. These changes in definition are a device for adjusting the number of felons that are “state responsible.” By adjusting the required sentence length for classification as “state responsible,” the number of LR felons is either increased or decreased proportionately. Almost all of the changes over time in this subgroup are consistent with changes in the definition of SR felons, thereby contributing to the overall increase in the number of LR offenders.

- Misdemeanants are offenders convicted and sentenced on only misdemeanors and who do not have other charges pending. In FY 2003, misdemeanants comprised 15% of the total LR forecasted inmate population. Between FY 1998 and FY 2003, this group made up 14% to 17% of the LR population. Misdemeanant offenders increased from 2,022 in FY 1998 to 2,498 in FY 2003, an increase of 24%. The largest increases in the group (9% to 11%) occurred in FY 2002 and FY 2003. Recent growth in this group has been attributed in part to an increase in civil contempt commitments for failure to pay child support.

FY 2004 Local Responsible Forecast

Figure 13 and Table 7 depict the FY 1999 to FY 2003 historical LR jail offender population and the LR offender population forecast for FY 2004 to FY 2013. The LR average daily jail offender population is expected to increase from 16,457 in FY 2003 to 17,521 in FY 2004, a growth of 1,064 or 6.5%. The population is expected to grow from 18,297 in FY 2005 to 21,855 in FY 2009, a 4.5% average yearly increase. No numerical adjustments were made to the statistical forecast.

Figure 13: Historical and Projected Local Responsible Jail Offender Population FY 1999-2013



Data Source: Historical figures come from the Compensation Board's Local Inmate Data System.

Projected forecast developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

**Table 7: Historical and Projected Local Responsible Jail Offender Population
FY 1999-2013**

Historical¹	Offenders	Annual Change Difference	Percent³
FY1999	12,777	-----	-----
FY2000	13,962	1,185	9.2%
FY2001	14,823	861	6.2%
FY2002	15,544	721	4.9%
FY2003	16,457	913	5.9%
Projected²			
FY 2004	17,521	1,064	6.5%
FY 2005	18,297	776	4.4%
FY 2006	19,192	895	4.9%
FY 2007	20,080	888	4.6%
FY 2008	20,967	887	4.4%
FY 2009	21,855	888	4.2%
FY 2010*	22,842	987	4.5%
FY 2011*	23,875	1,033	4.5%
FY 2012*	24,954	1,079	4.5%
FY 2013*	26,082	1,128	4.5%
Average Percentage Change per Year			
FY 1999-2003			6.6%
FY 2005-2009			4.5%

¹Data Source: Historical data are based on the Local Inmate Data System.

²Projected forecast developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

³ All percentages are rounded to the nearest tenth.

*Figures for FY 2010 to 2013 are extrapolated using the average percentage change from FY 2005 to FY 2009.

VI. Virginia's State Responsible Juvenile Offender Population

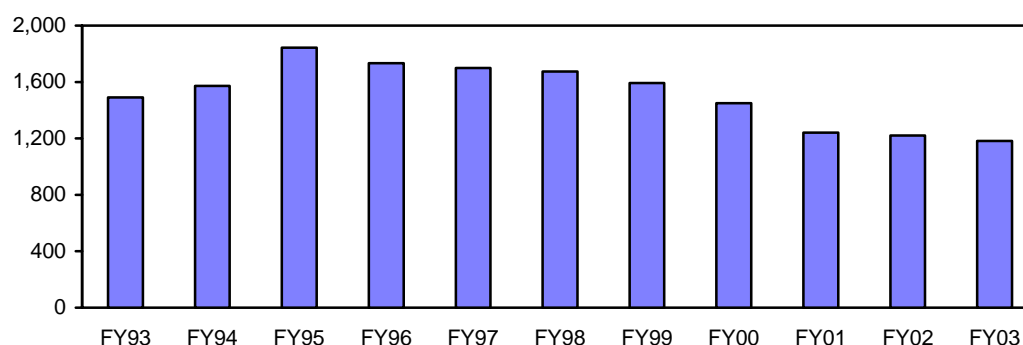
Virginia's juvenile justice system differs from its adult system because the Commonwealth recognizes that young offenders are more responsive to rehabilitative treatment than adult criminals. The juvenile justice system has the dual objective of promoting accountability and reform. It addresses reform by providing educational services and treatment programming designed to reduce the chance that a juvenile will commit further offenses upon release.

Because reform is a major focus of the juvenile justice system, the structure of committing a juvenile offender to the state is different from that of the adult system. In contrast to the adult correctional system, the juvenile and domestic relations district courts commit only a small percentage of juvenile offenders with a determinate or fixed length sentence. Over 90% of the juveniles committed to DJJ receive an indeterminate sentence. This means that DJJ, rather than a judge, determines the length of the juvenile's commitment to the state. The projected length of stay is dependent upon the youth's committing offenses, prior offenses, and length of prior record. However, the actual length of stay will also depend upon the youth's completion of mandatory treatment objectives (such as substance abuse or sex offender treatment) and upon the youth's behavior within the institution.

Admission Trends

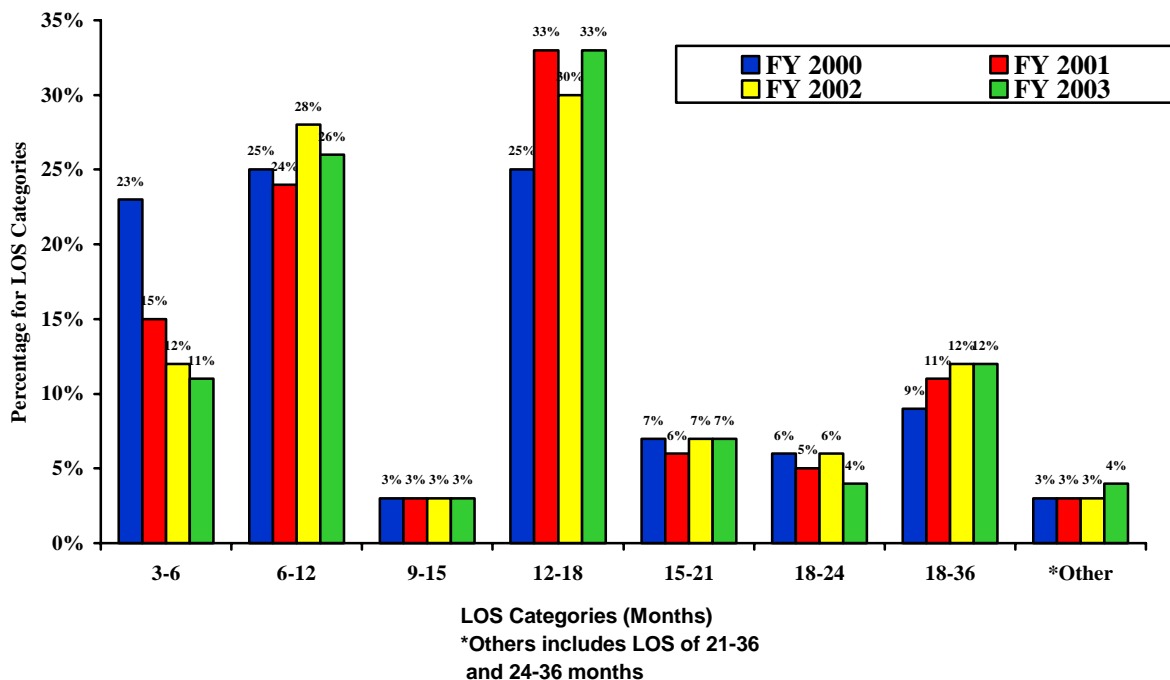
- Continued increases in sex offender admissions, determinate commitments and longer determinate sentences could set the stage for an increasing SR juvenile population in the long term. Those trends, however, could be leveling off and may be offset by a continued decline in overall admissions.
- Admissions to juvenile correctional centers have decreased 36% since FY 1995 (see *Figure 14*). The most dramatic single year decline measured 14% and occurred between FY 2000 and FY 2001. Analyses suggest that the magnitude of the decline was due to the change in the minimum commitment criteria. The impact of that change was felt much more quickly than anticipated. Nonetheless, further declines directly attributable to that change in the law are unlikely.

**Figure 14: State Responsible Juvenile Offender Admissions
FY 1993-2003**



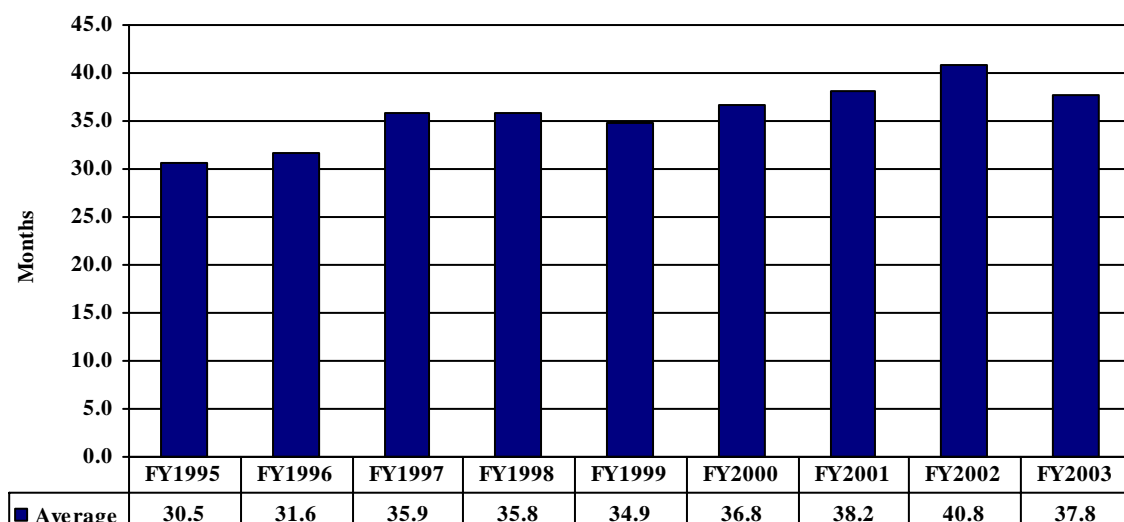
- DJJ continues to see increases in the number and proportion of committed juveniles who will be in their system for longer periods of time. The 3 to 6 month length of stay category provides a useful example. Since FY 2000, the proportion of juveniles who were assigned the shortest indeterminate sentence declined from 23% to 11%. During this same period there was a general increase in the proportion of juveniles placed with longer indeterminate sentences. For example, from FY 2001 to FY 2003, the proportion of admissions placed in the 12 to 18 month length of stay ranged between 30% and 33%. That range represents a significant increase relative to FY 2000, when approximately 25% of admitted juveniles were given a 12 to 18 month sentence. It is believed that the change in the commitment requirement influenced these numbers.

**Figure 15: Indeterminate Juvenile Commitments by Length of Stay
FY 2000-2003**



- On average, the actual lengths of stay for indeterminate commitments have also grown. Actual length of stay is calculated as the number of days between the date of commitment and the date of release. The actual median length of stay for wards released in FY 1998 was 195 days. For wards released in FY 2003, the actual median length of stay had risen to 297 days.
- The proportion of determinately sentenced offenders continues to be low, but it has grown. Between FY 1997 and 2003, the percentage of wards admitted with a determinate sentence increased from 5% to 9.5%. Another significant trend is the increase in the average determinate sentence, from 36 months to almost 38 months over the same period. The decline in average sentence from FY 2002 to FY 2003 may indicate a leveling off of this trend.

Figure 16: Juvenile Determinate Sentences
FY 1995–2003



- DJJ has noticed a marked upward trend over the past two FYs in the proportion of juveniles committed to DJJ from circuit court cases relative to those commitments coming from juvenile and domestic relations district court cases. DJJ believes that this trend could continue and that it is a direct result of an amendment to §16.1-285.1(a) *Code of Virginia* which specifies circuit court authority over juvenile cases, specifically, *serious offenders*. That change became effective in July 2001 (see Section III, subsection *Factors Influencing Juvenile Offender Population*, for more detail). These juveniles will, on average, receive longer sentences and stay with DJJ for longer periods.
- The proportion of wards identified with a need for mandatory sex offender treatment (sex offenders) continues to rise. This is partially a consequence of declining admissions. As a proportion of admissions, wards with this treatment status have increased from approximately 6% (79 admissions) during FY 1999 to over 9% (114 admissions) in FY 2002. FY 2003 data is incomplete but preliminary analysis indicates that the rising trend may be leveling off.
- Based on projections from the 2000 Census data, there is a projected increase of 4% for persons aged 10 to 17 years old for the years 2002 to 2006. Beginning in 2007, however, that growth trend is expected to reverse, resulting in an approximate overall 2% decrease for this age group between the years 2007 to 2011.
- A juvenile's first exposure to DJJ occurs when a complaint is given to an intake officer. Between FY 1998 and FY 2000, the number of juvenile criminal intake cases increased by 14.5%; between FY 2000 and FY 2003, these intake cases declined by 3.9% (see Section VII. Virginia's Juvenile Detention Home Population for more detail).

Release/Length of Stay Trends

Table 8 summarizes juvenile admissions and releases for FY 2003. Releases exceeded admissions by 14.

Table 8: Juvenile Admissions and Releases During FY 2003

	Admissions	Releases
1 st Quarter	321	326
2 nd Quarter	287	319
3 rd Quarter	281	281
4 th Quarter	293	270
Total	1,182	1,196

Sex offenders serve time according to the treatment program length. According to the program facilitator, lengths of stay within the program can be between 24 and 36 months. Based on historical actual lengths of stay (release date minus commitment date), the simulation model assumes that approximately 60% of the wards who are assigned this treatment program will stay over 24 months.

Factors Influencing Length of Stay

Length of Stay Policy

All indeterminately committed wards are assigned a length of stay range by DJJ staff using guidelines that consider the offender's committing offenses, prior offenses, and length of prior record. The length of stay range includes an early release date and late release date. (For example, a 3-6 month length of stay is assigned to misdemeanants.) Typically, wards will not be released before the early release date without the express approval of the Director of DJJ. Reasons such as not completing mandatory treatment needs and/or committing institutional offenses could prolong the actual length of stay beyond the assigned range.

Wards serving an indeterminate commitment can experience different actual lengths of stay due to the variety of length of stay categories, treatment needs, or behavior.

Treatment Programs

DJJ administers three treatment programs; anger management, substance abuse treatment, and sex offender treatment. Any of these could affect a juvenile's length of stay, but the most influential has been sex offender treatment.

Under DJJ's current length of stay procedures, sex offender treatment may be assigned as a mandatory treatment if it is related to the ward's committing offense, if it is reflected in self-reported behavior, or if it is related to the circumstances of the committing offense (for example, a sexual battery charge that has been changed in a plea agreement to simple assault). These criteria enable DJJ staff to assign a treatment program that appears to best meet the ward's true needs. A ward's length of stay may be affected by a treatment assignment that is not reflected in the offense for which the ward was committed.

Institutional Offenses

As noted above, a ward's release may be delayed if the ward is serving a sanction for an institutional offense. Under current guidelines, a ward will not be released if the ward has committed a moderate institutional offense within the previous 30 days, or a major institutional offense within the previous 90 days.

Simulation Model

- The 1999 Secretary of Public Safety's Report on Offender Population Forecasts FY 2000 to 2009 requested that DJJ develop a simulation model that would project the SR juvenile population for use in the 2000 forecast cycle.
- In addition to providing forecasts of the juvenile population, the simulation model provides two benefits that previous models could not provide. First, the model provides a more informative discussion of expectations within the juvenile system versus actual events. These discussions are necessary for understanding the fluctuations in the population and provide an explanation that is included in the quarterly accuracy reports to the Secretary of Public Safety. Second, legislative proposals need to be evaluated to determine their impact on the juvenile offender population. The simulation model provides the benefit of allowing for "what if" scenarios for legislative decision-making. Because of its enhanced sophistication and flexibility with technical analysis, the simulation model is an improvement over previously used models.

Model Assumptions

The following assumptions used in this forecast will be evaluated during FY 2004:

- The proportion of new admissions falling into each length of stay category will not change.
- 7.0% of wards admitted will be identified as needing a mandatory sex offender treatment program. This represents a change from last year's simulation assumption, revised to reflect more recent trends.
- 9.5% of wards admitted are assumed to receive determinate sentences. This also represents a change from last year's treatment of determinate commitments.
- The forecasted release rates remain unchanged.
- Actual future admissions are "reasonably" close to the admissions forecast.

FY 2004 Juvenile Offender Admissions and Population Forecasts

Admissions Forecast

Table 9 presents the historical and forecasted juvenile offender admissions. The SR juvenile offender admissions forecast is one of the key inputs into the population simulation model. It is based on historical admissions and produced using statistical time series models. The forecast also incorporates the judgment and experience of the Policy Advisory Committee and the Technical Advisory Committee.

The month-to-month movement in historical admissions is highly variable and exhibits a varying trend even though the year-to-year totals have exhibited a steady decline since FY 1996. From FY 2001 to FY 2003, however, the rate of that decline has been very marginal. The lack of a strong trend component in the monthly series and the tepid decline in total admissions for the past two years dominate this year's forecast. Admissions are forecasted to decline by a small percentage, approximately 2.9%, in FY 2004 and then to remain flat for FY 2005 thru FY 2009.

**Table 9: State Responsible Juvenile Offender Admissions
FY 1996-2013**

Historical¹	Admissions	Annual Change Difference	Percent³
FY1996	1,734	-----	-----
FY1997	1,701	-33	-1.9%
FY1998	1,674	-27	-1.6%
FY1999	1,594	-80	-4.8%
FY2000	1,450	-144	-9.0%
FY2001	1,241	-209	-14.4%
FY2002	1,220	-21	-1.7%
FY2003	1,182	-38	-3.1%
Projected²			
FY 2004	1,148	-34	-2.9%
FY 2005	1,148	0	0.0%
FY 2006	1,148	0	0.0%
FY 2007	1,148	0	0.0%
FY 2008	1,148	0	0.0%
FY 2009	1,148	0	0.0%
FY 2010*	1,148	0	0.0%
FY 2011*	1,148	0	0.0%
FY 2012*	1,148	0	0.0%
FY 2013*	1,148	0	0.0%
Average Percentage Change per Year			
FY 1996-2003			-5.2%
FY 2005-2009			0.0%

¹Data Source: Historical data was supplied by the Juvenile Tracking System. Total Admissions represent the sum for each FY.

²Projected forecast was developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

*Figures for FY 2010 to FY 2013 are extrapolated using the average percentage change from FY 2005 to FY 2009.

Population Forecast

Figure 17 and *Table 10* present the FY 1996 to FY 2003 historical juvenile ADP and the forecast for FY 2004 to FY 2013. *Table 11* provides additional highlights. The June figures for the population declined by 3.6% from FY 2002 to FY 2003. The June forecast for FY 2004 is approximately 0.3% lower than the FY 2003 population.

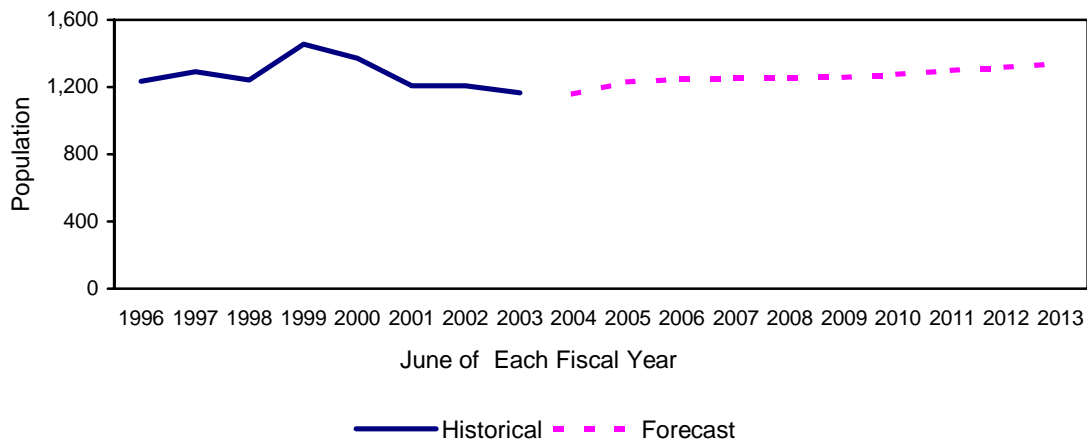
The small decrease in the first year of the forecast, FY 2004, is largely due to the forecasted small decline in correctional center admissions. From FY 2005 to FY 2009 the population is forecasted to rise modestly. The increases are the result of two factors: 1) flat annual admissions; and, 2) the *stacking* of juveniles due to more commitments with longer lengths of stay. The commitment trends that lead to the stacking effect were discussed in the section above titled *Admission Trends*.

The main points are summarized as follows:

- Commitments in recent years have been composed of a larger proportion of determinate juvenile commitments with longer determinate sentences.
- In recent years there have been a higher proportion of commitments that are required to receive treatment as sex offenders.
- The proportion of commitments assigned a 3-6 month indeterminate length of stay has declined while the proportion of longer indeterminate length of stay categories has grown.

Each of these factors is captured in the structure of the simulation model.

Figure 17: Historical and Projected State Responsible Juvenile Offender Population FY 1996-2013*



* June values are shown for each fiscal year.

**Table 10: State Responsible Juvenile Offender Population
FY 1996-2013**

Historical¹	Admissions	Annual Change Difference	Percent³
FY1996	1,236	-----	-----
FY1997	1,293	57	4.6%
FY1998	1,243	-50	-3.9%
FY1999	1,454	211	17.0 %
FY2000	1,373	-81	-5.6%
FY2001	1,206	-167	-12.2%
FY2002	1,208	2	0.2%
FY2003	1,164	-44	-3.6%
Projected²			
FY 2004	1,160	-4	-0.3%
FY 2005	1,229	69	5.9%
FY 2006	1,244	15	1.2%
FY 2007	1,253	9	0.7%
FY 2008	1,255	2	0.2%
FY 2009	1,257	2	0.2%
FY 2010*	1,278	21	1.6%
FY 2011*	1,299	21	1.6%
FY 2012*	1,320	21	1.6%
FY 2013*	1,342	22	1.6%
Average Percentage Change per Year			
FY 1996-2003			-0.5%
FY 2005-2009			1.6%

¹Data Source: Historical data supplied by the Juvenile Tracking System. Population data represent June values for each FY.

²Projected forecast was developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

*Figures for FY 2010 to FY 2013 are extrapolated using the average percentage change from FY 2005 to FY 2009.

Table 11: Comparative Summary of Historical and Forecasted SR Juvenile Population

	Largest Monthly ADP During the Year	Average Monthly ADP During the Fiscal Year	June ADP
FY 2002	1,212	1,190	1,208
FY 2003	1,214	1,174	1,164
FY 2004 Forecast	1,195	1,161	1,160

VII. Virginia's Juvenile Detention Home Population

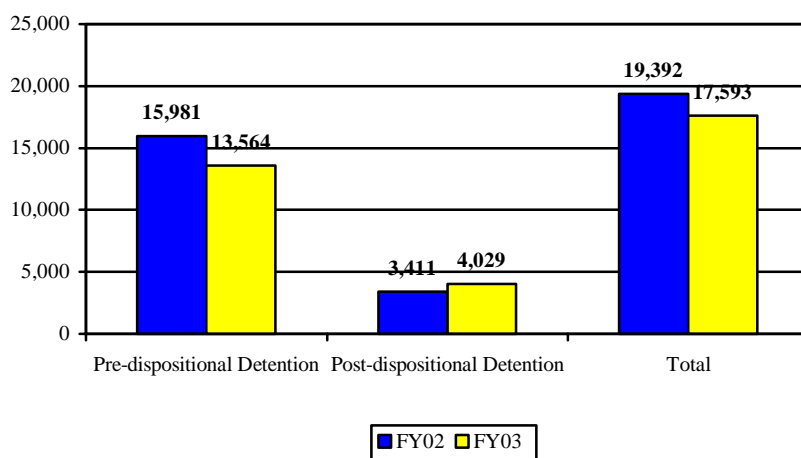
Introduction

Local government or multi-jurisdictional commissions operate most secure detention home programs. The programs provide safe and secure housing for youth accused of serious crimes. DJJ acts as the regulatory agency and also provides partial funding for construction and operations.

Historically, the vast majority of detention home capacity has been utilized for pre-dispositional detention. Juveniles are detained pending adjudication, disposition or placement. Post-dispositional detention is an alternative to state commitment and will be used by the courts for lower level offenders. Post-dispositional confinement cannot exceed 180 days. Post-dispositional utilization has typically represented less than 5% of detention home utilization, but recent evidence suggests that post-dispositional utilization may be increasing. For example, post-dispositional placements⁸ increased from 18% to 23% of all detention placements from FY 2002 to FY 2003. The actual number of post-dispositional placements also increased. This occurred during a period when total detention home placements declined (see *Figures 18 and 19* below).

The methods, model and process used to produce the detention home population forecast parallels those used for other forecasts reported in this document (see Section I, Overview of the Virginia Forecasting Process). This year's forecast was generated using a time series model, and there were no numerical adjustments to the forecast.

Figure 18: Juvenile Detention Home Placements FY 2002-2003



⁸ A detention *placement* is based on a decision made by an intake officer or judge to detain a juvenile. A detention *admission* is when a juvenile enters a facility either through direct placement or through transfer. Therefore, during one detention placement, a juvenile may have several detention admissions. (Taken from *Data Resource Guide, Fiscal Year 2002, Virginia Department of Juvenile Justice*, p. vi, Terms and Concepts.)

Figure 19: Juvenile Detention Home Placements
Pre-dispositional and Post-dispositional FY 2002-2003

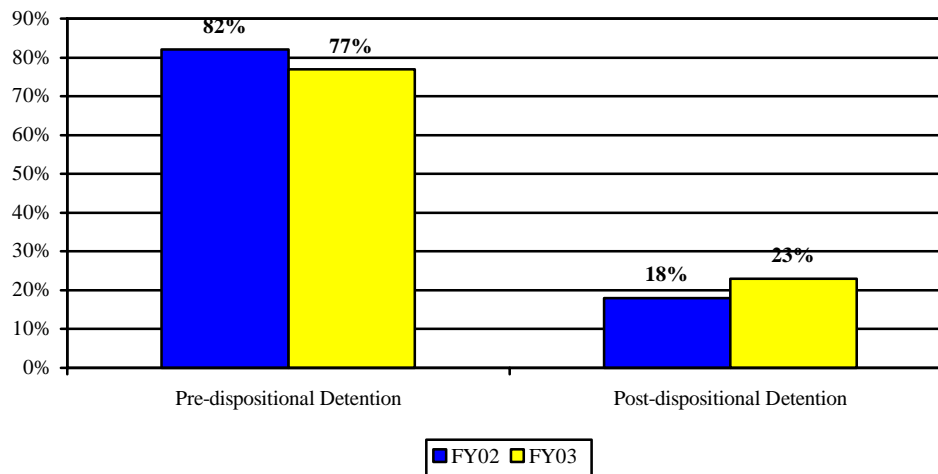


Table 12 provides a summary of key Virginia juvenile detention home statistics.

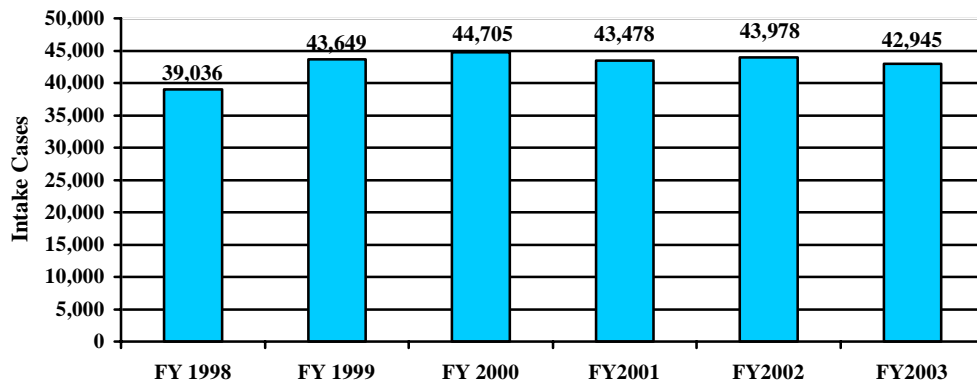
Table 12: Juvenile Detention Home Statistics FY 2002-2003

	FY 2002	FY 2003	Percent Change
Number of Admissions to Secure Detention	21,730	19,319	-11.1%
June Average Daily Population (ADP)	1,187	1,214	2.3%
Average Length of Stay (LOS) in Detention [days]	21	22	4.8%
Percent of Juveniles Detained 3 Days or Less	26%	24%	-7.7%
Percent of Juveniles Detained 21 Days or Less	68%	67%	-1.5%
Percent of Juveniles Detained 51 Days or Less	91%	91%	0.0%
Total Detention Home Capacity	1,170	1,258	7.5%
Pre-Dispositional Capacity	1,033	1,135	9.9%
Post-Dispositional Capacity	137	123	-10.2%
Detention Home Fiscal Year Utilization Rate	95%	84%	-11.6%
Percentage of Post-Dispositional Detention Beds	12%	11%	-8.3%

Trends Impacting the Detention Population

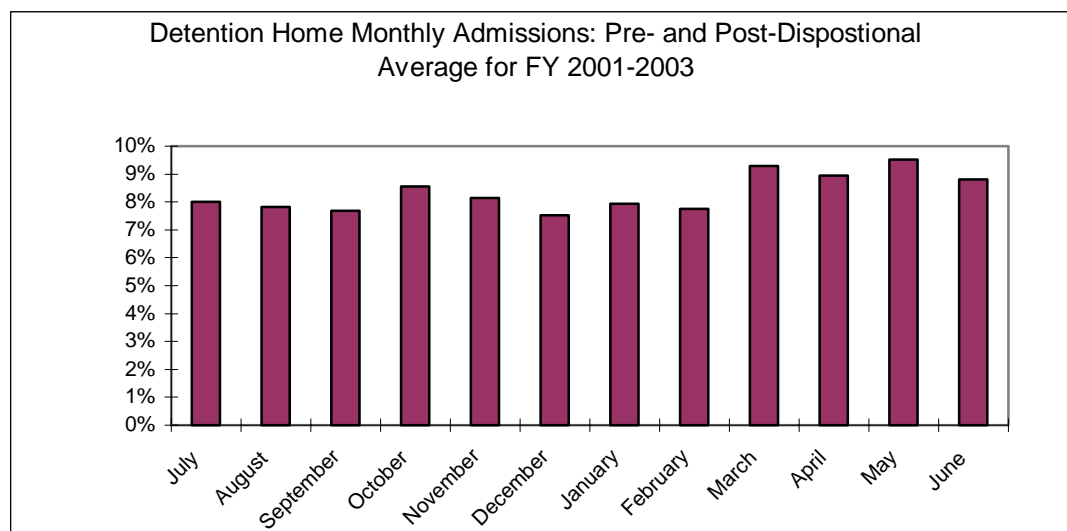
- For an intake case to be eligible for detention home placement, it must be based on a felony or Class 1 misdemeanor (see *Figure 20*). There are also two status offenses that can lead to a maximum of 10 days detention, but those types of cases have resulted in only a very small fraction of detention home placements. From FY 1998 to FY 2000, detention eligible intake cases increased by 14.5%; between FY 2000 and FY 2003, these intake cases declined by 3.9%.

**Figure 20: Detention Eligible Juvenile Intake Cases
FY 1998–2003**



- Detention admissions (see *Figure 21*) are very seasonal. Peaks generally occur during the fall and spring. Troughs generally occur during summer and winter. The evidence refutes the common belief that detention homes are busier when school is out.

Figure 21: Detention Home Monthly Admissions by Pre- and Post-Dispositional

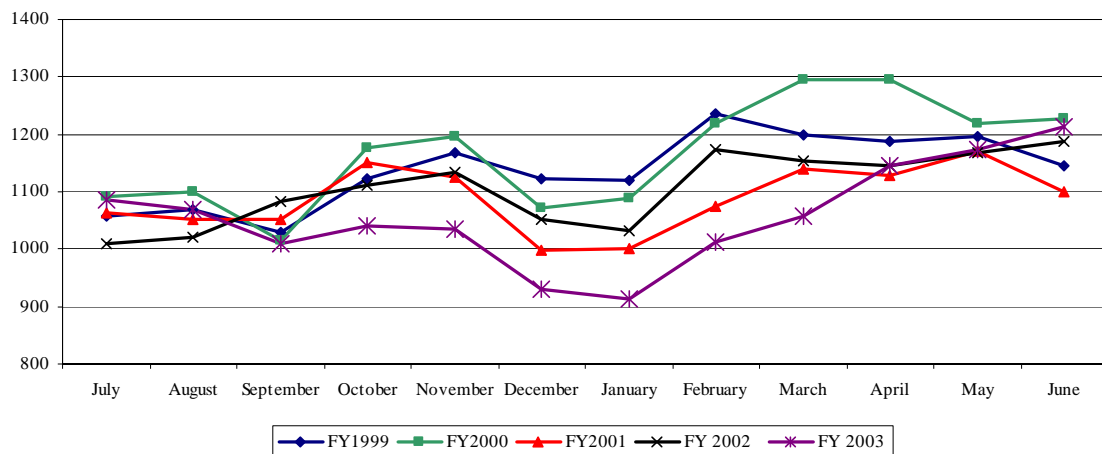


- The average length of stay in FY 2003 was 22 days. Approximately 91% of detainees were in detention for 51 days or less. Statutory requirements are responsible for much of detention home length of stay characteristics. For example, detainees are required to appear before a judge within 72 hours. Also, if an adjudicatory or transfer hearing is not completed within 21 days, the juvenile must be released.

Similarly, if a disposition hearing is not completed within 30 days after adjudication, the juvenile must be released. Extensions may be granted for a reasonable period of time if good cause can be shown.

- The seasonal admissions pattern and the short lengths of stay give rise to a prominent seasonal pattern in the population movement. *Figure 22* shows the recurring seasonal pattern in the population movement for FY 1999 to FY 2003. Note the dramatic decrease in the population that occurred during the first half of FY 2003, then the steady rise beginning with February. This type of movement was completely unexpected and DJJ continues to search for conclusive explanations.

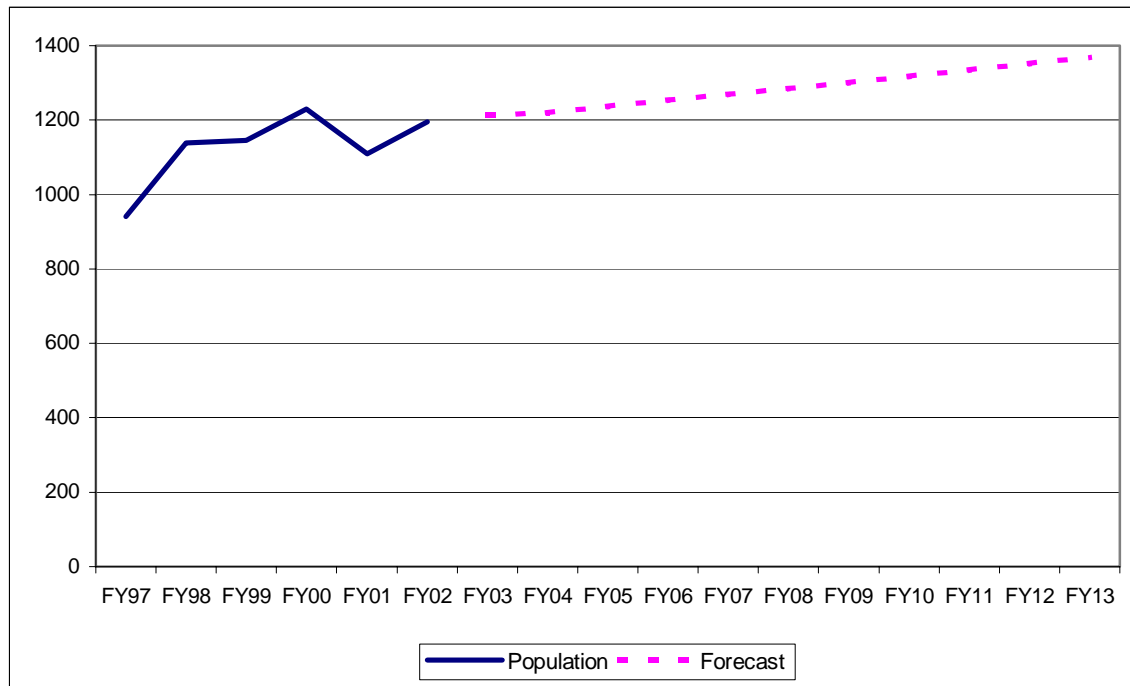
**Figure 22: Seasonal Movement of Historical Detention Home Population
FY 1999–2003**



The Detention Home Forecast

Figure 23 and *Table 13* show the historical and projected juvenile detention home forecast. The detention home population is forecasted to grow at the rate of 1.3% per year from FY 2005 to FY 2009. This rather modest projected growth can be explained as the result of rather modest declines in detainable intake cases coupled with the increased use of post-dispositional detention. (Post-dispositional lengths of stay are typically longer than pre-dispositional.) Detainable juvenile intake cases are not formally forecasted, but from FY 2000 to FY 2003 they have declined, on average, by 1.3% per year. DJJ does not anticipate a significant change in that trend. *Table 14* provides additional highlights about the juvenile detention home population.

**Figure 23: Historical and Projected Juvenile Detention Home Average Daily Population
FY 1997–2013**



**Table 13: Juvenile Historical and Projected Detention Home Population
FY 1996-2013**

Historical¹	Admissions	Annual Change Difference	Percent³
FY1996	908	-----	-----
FY1997	940	32	3.5%
FY1998	1,139	199	21.2%
FY1999	1,146	7	0.6%
FY2000	1,230	84	7.3%
FY2001	1,110	-120	-9.8%
FY2002	1,195	85	7.7%
FY2003	1,214	19	1.6%
Projected²			
FY 2004	1,220	6	0.5%
FY 2005	1,237	17	1.4%
FY 2006	1,253	16	1.3%
FY 2007	1,269	16	1.3%
FY 2008	1,285	16	1.3%
FY 2009	1,301	16	1.2%
FY 2010*	1,318	17	1.3%
FY 2011*	1,335	17	1.3%
FY 2012*	1,352	17	1.3%
FY 2013*	1,369	17	1.3%
Average Percentage Change per Year			
FY 1996-2003			4.6%
FY 2005-2009			1.3%

¹Data Source: Historical data was supplied by the Juvenile Tracking System. Population data represent June values for each FY.

²Projected forecast was developed by the Technical Advisory Committee for Offender Population Forecasting and approved by the Policy Advisory Committee for Offender Population Forecasting.

*Figures for FY 2010 to FY 2013 are extrapolated using the average percentage change from FY 2005 to FY 2009.

Table 14: Juvenile Detention Home Maximum, Average and June Monthly ADP

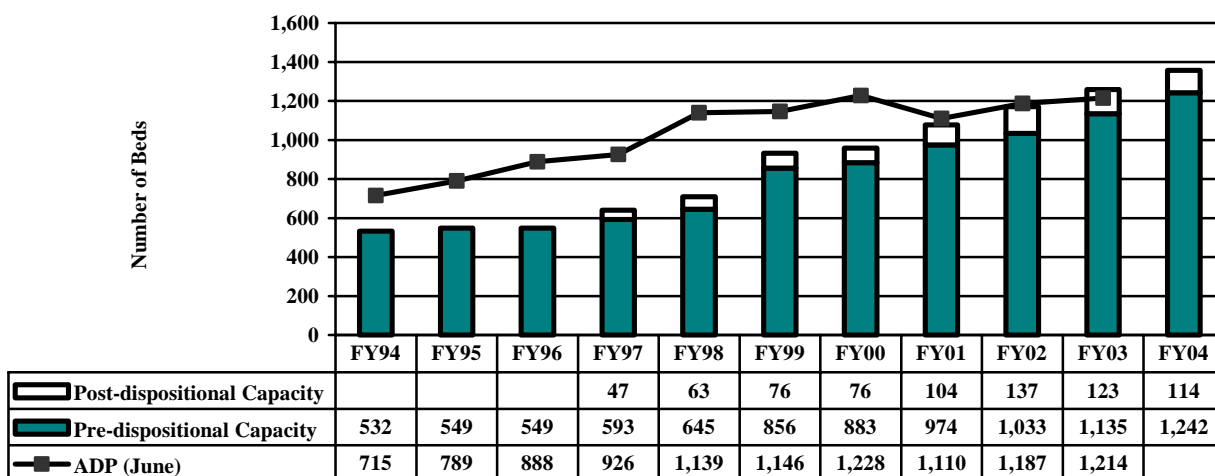
	Maximum Monthly ADP	Average Monthly ADP	June ADP
FY 2002	1,195	1,111	1,195
FY 2003	1,214	1,057	1,214
FY 2004 Forecast	1,249	1,159	1,220

Factors That May Influence the Accuracy of the FY 2004 Detention Home Forecast

Factors that may influence the accuracy of the FY 2004 detention home forecast include:

- Intake Cases: It has been noted that in recent FYs there has been a small but quantifiable decrease in the number of delinquency intake cases. A significant change in that trend could influence the detention home population.
- Length of Stay: Length of stay is an important determinant of the detention population. The courts, by statute, must adjudicate and dispose of detention cases in a timely fashion. There is no indication that this aspect of the juvenile justice process will be modified.
- Detention Assessment Instrument: The second enactment of Chapter 978 of the *Acts of Assembly of 2000* mandated the creation and implementation of an objective instrument to improve consistency in detention decisions and reduce the number of inappropriate detention admissions. Court Service Units began using the Detention Assessment Instrument (DAI) in November 2002. So far, the DAI's impact on detention admissions and population is inconclusive. DJJ continues to monitor and review its usage.
- Detention Home Capacity: The possible influence of available capacity is also a factor to consider. From FY 1994 to FY 2003, detention home capacity increased from 532 beds to 1,258 beds. Current plans call for continued expansion to 1,356 beds by the end of FY 2004. *Figure 24* below provides detail on past and planned capacity changes.

Figure 24: Detention Home Capacity Changes FY 1994 to FY 2004



- Legislative Changes: The FY 2003 session of the General Assembly produced no legislation that should significantly impact the detention population. DJJ will continue to monitor and collect data on whether FY 2002 legislation will impact the detention home population. A primary concern is the impact of a FY 2002 code allowing the use of post-dispositional detention for certain suspended commitments.

VIII. Comparison of Annual Forecasts Prepared in 2002 and 2003

Table 15 compares the SR population forecast completed in 2002 with the current forecast. In the first three years, the current SR forecast decreases over what had been projected last year. Beginning with FY 2006, the current population forecast starts to increase over what had been projected previously.

**Table 15: State Responsible Offender Population Forecasts
FY 2002 and 2003**

Fiscal Year	2003 Forecast	2002 Forecast	Difference
2003	35,447	36,310	-863
2004	36,350	37,070	-720
2005	37,772	37,926	-154
2006	39,184	38,864	320
2007	40,870	39,960	910
2008	42,575	40,990	1,585
2009	44,464	42,014	2,450
2010	46,287	43,065	3,222
2011	48,185	44,141	4,044
2012	50,160	45,245	4,915
2013	52,217		

Table 16 compares the LR population forecast completed in 2002 with the current forecast. In the first three years, the current LR forecast decreases over what had been projected last year. Beginning with FY 2006, the current population forecast starts to increase over what had been projected previously.

**Table 16: Local Responsible Offender Population Forecasts
FY 2002 and 2003**

Fiscal Year	2003 Forecast	2002 Forecast	Difference
2003	16,457*	17,093	-636
2004	17,521	17,648	-127
2005	18,297	18,390	-93
2006	19,192	19,164	28
2007	20,080	19,904	176
2008	20,967	20,655	312
2009	21,855	21,463	392
2010	22,842	22,302	540
2011	23,875	23,174	701
2012	24,954	24,080	874
2013	26,082		

* = actual FY 2003 figure

Table 17 compares the juvenile offender population forecast completed in 2002 with the current forecast. In all of the years of the forecast, the current SR juvenile offender population forecast decreases over what had been projected last year.

**Table 17: Juvenile Offender Population Forecasts
FY 2002 and 2003**

Fiscal Year	2003 Forecast	2002 Forecast	Difference
2003		1,293	
2004	1,160	1,361	-201
2005	1,229	1,389	-160
2006	1,244	1,396	-152
2007	1,253	1,399	-146
2008	1,255	1,400	-145
2009	1,257	1,423	-166
2010	1,278	1,446	-168
2011	1,299	1,469	-170
2012	1,320	1,493	-173
2013	1,342		

Table 18 compares the juvenile detention home population forecast completed in 2002 with the current forecast. In all of the years of the forecast, the current juvenile detention home population forecast increases over what had been projected last year.

**Table 18: Juvenile Detention Home Population Forecasts
FY 2002 and 2003**

Fiscal Year	2003 Forecast	2002 Forecast	Difference
2003		1,195	
2004	1,220	1,202	18
2005	1,237	1,210	27
2006	1,253	1,217	36
2007	1,269	1,225	44
2008	1,285	1,233	52
2009	1,301	1,240	61
2010	1,318	1,248	70
2011	1,335	1,256	79
2012	1,352	1,264	88
2013	1,369		

IX. Historical Forecasts Accuracy for 2003

Tables 19, 20, 21, and 22 show the current and historical forecast accuracy of 2003 projections for prisons, jails, and juvenile confinement populations, respectively. Long-term (3 or more years) forecasts are inherently less accurate than short-term projections as is evident in these tables. The one-year projection of the prison, local jail and juvenile offender populations for June 2003 were higher than actual populations.⁹ The one-year projection of the juvenile detention home population for June 2003 was lower than the actual population. Factors that diminished the accuracy are discussed below.

Table 19: State Responsible Offender Population Historical Forecast Accuracy

Year Forecast Prepared	Years Projected	Projected Population for June 2003	Actual June 2003 Population	Accuracy
2002	1 year	36,310	35,429	2.5%
2001	2 years	34,046	35,429	-3.9%
2000	3 years	33,037	35,429	-6.8%
1999	4 years	32,839	35,429	-7.3%

Table 20: Local Responsible Jail Offender Population Historical Forecast Accuracy

Year Forecast Prepared	Years Projected	Projected Population for Average 2003	Actual Annual Average 2003 Population	Accuracy
2002	1 year	16,507	16,457	0.3%
2001	2 years	16,180	16,457	-1.7%
2000	3 years	15,824	16,457	-3.8%
1999	4 years	16,600	16,457	0.9%

Table 21: State Responsible Juvenile Offender Population Historical Forecast Accuracy

Year Forecast Prepared	Years Projected	Projected Population for June 2003	Actual June 2003 Population	Accuracy
2002	1 year	1,293	1,164	11.1%
2001	2 years	1,303	1,164	11.9%
2000	3 years	1,423	1,164	22.3%
1999	4 years	2,108	1,164	81.1%

⁹ Accuracy was calculated as follows: $([\text{projected population} - \text{actual population}] / \text{actual population}) * 100$

Table 22: Local Juvenile Detention Home Population Historical Forecast Accuracy

Year Forecast Prepared	Years Projected	Projected Population for June 2003	Actual June 2003 Population	Accuracy
2002	1 year	1,195	1,214	-1.6%

⁹Accuracy was calculated as follows: $([\text{projected population} - \text{actual population}] / \text{actual population}) * 100$

State Responsible Prison Offender Forecast - Factors that Affected Accuracy

The SR prison population was consistently lower than the official forecast by an average of 766 offenders per month, or 2.2% during FY 2003 (see Appendix F for the quarterly FY 2003 SR population forecast accuracy report). With the actual new court commitments (see Table 23) netting an average 4.9% higher than the new court commitment forecast, increases in serving time for new law offenders and the consequent stacking of offenders in the SR population, one could have expected that the actual population would be higher than the forecast. The main factor, however, that contributed to the variation of the forecast being higher than actual was the change in the number of SR in jails when LIDS was rebuilt. In this historical rebuild, the actual number of SR in jails decreased between 600 and 700 on average for the last several years. This decrease in actual numbers means the forecast was based on an earlier historical stream that was higher. With this correction, both actual and forecasted values are expected to decrease in the short-term.

Table 23: CY 2002 Quarterly State Responsible New Court Commitments				
	Official Quarterly SR New Commitment Forecast	Actual SR New Commitments	Difference	Percent
1 st Quarter	2,565	2,613	-48	-1.9%
2 nd Quarter	2,571	2,726	-155	-6.0%
3 rd Quarter	2,576	2,727	-151	-5.9%
4 th Quarter	2,533	2,685	-152	-6.0%
Total	10,245*	10,751	-506	-4.9%

* Includes 186 add-ons by the Policy Advisory Committee.

Local Responsible Jail Offender Forecast - Factors that Affected Accuracy

The official forecast for the LR jail population is tracking the actual LR population very well (see Appendix F for the quarterly FY 2003 LR population forecast accuracy report). On average for FY 2003, the official forecast has been higher than the actual by 0.3% or an average of 50 offenders. The 0.3% average forecast accuracy in FY 2003 is within the accepted accuracy range. Although the LR jail inmate population forecast is tracking the actual population remarkably, a few factors regarding the nature of LR forecast are worth noting.

First, the current LR forecast is an aggregate number based on four different subgroups of jail offenders: unsentenced awaiting trial, sentenced awaiting trial, local responsible felons, and misdemeanants. These categories of offenders may or may not reflect changes in crime trends. Data based on categorizing inmates by conviction offense type categories (i.e., violent, non-violent, and drugs) may also reflect changes in crime trends and jail offenders, and this possibility is being explored.

Second, although the LR population increased annually since FY 1998, programs that provide alternatives to incarceration may have moderated this increase. For example, jail diversions due to local community corrections and pre-trial services programs increased by 48% from FY 1998 to FY 2002. However current and future budget cuts may reduce the availability of these alternative sanctions, mitigating the downward effect on jail population.

State Responsible Juvenile Offender Forecast - Factors that Affected Accuracy

On average during FY 2003 the monthly SR juvenile population forecast was 3.6% higher than the actual (see Appendix F for the quarterly FY 2003 SR juvenile population forecast accuracy report). The largest single month variance occurred in June 2003. The June forecast was 11.1% higher than the actual. The variance is mainly due to admissions that were lower than forecasted (and assumed in the simulation model).

In the simulation model, the short-term forecasts are largely dominated by new admissions, releases from those admissions, and releases from the population of SR juveniles at the beginning of the forecast horizon (the “stock” population). FY 2003 releases from the June 30, 2002 stock population were very close to what the simulation model forecasted. Actual releases from the stock population were 878 while the simulation model forecasted 885.

The admissions forecast explains most of the population forecast error. The statistical admissions forecast was numerically adjusted by the Policy Advisory Committee under the belief that the FY 2003 budget cuts, especially in alternative program funding, would lead to more commitments than would have otherwise been anticipated. The verity of that proposition remains open, but any effects during FY 2003 either did not materialize, or they were offset by other factors that kept actual admissions low compared to the forecast.

Local Juvenile Detention Home Forecast - Factors that Affected Accuracy

On average in FY 2003, the monthly detention population forecasts were 9.5% higher than the actual (see Appendix F for the quarterly FY 2003 local juvenile detention home population forecast accuracy report). The largest single month variance occurred in January 2003, when the forecast was 18.7% higher than the actual. In FY 2003, the actual month to month population movement revealed rather surprising characteristics but the error in the forecast was mainly due to lower than anticipated detention placements and admissions.

In December 2002, the detention average daily population fell below 1,000 for the first time since January 1998. After reaching a low of 912, it then rose to 1,214 in June 2003, the largest value in the past three fiscal years. These movements may represent random events with low probability of reoccurring in FY 2004, but DJJ is looking into possible explanations, for example, the movement in admissions and placements.¹⁰

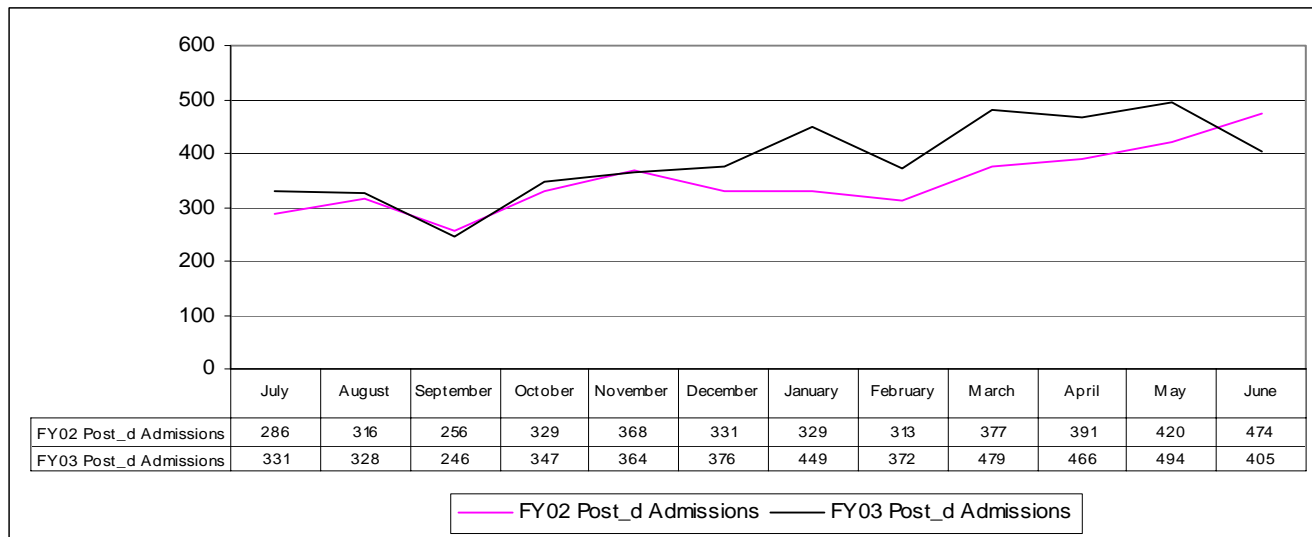
Even though the forecast correctly predicted the seasonal movement in the detention population, the dramatic decline in FY 2003 detention home admissions was a surprise. Detention home admissions declined by 5% from FY 2000 to FY 2001, and then increased by 3% from FY 2001 to FY 2002. From FY 2002 to FY 2003, detention admissions declined by 11%.

After falling during the first half of the fiscal year, the detention home population rose from January to June. This may have been due to changes in post-dispositional (post-d) utilization. While total detention home placements decreased by 9.3% from FY 2002 to FY 2003, post-dispositional placements increased by a little more than 18% (see *Figures 18 and 19* of Section VII, Virginia’s Juvenile Detention Home Population). On average, post-dispositional placements will stay longer and contribute to a higher population. Part of the increase in post-dispositional utilization may be due to a 2002 amendment to §16.1-284.1 *Code of Virginia* allowing commitment eligible juveniles to be given suspended commitments and placed in a detention home.

¹⁰ See footnote 8 on page 43 for an explanation of the distinction between detention placements and detention admissions.

The figure below shows the monthly movement in post-d admissions for FY 2002 and FY 2003. In the first few months, post-d admissions for both years track each other fairly closely, but from December to May, the FY 2003 post-d admissions are greater than FY 2002 by an average of 79 admissions per month. This type of movement was not anticipated and may have led to the sharp rise in the detention population over the 2nd half of FY 2003.

**Figure 25: Juvenile Detention Home Post-dispositional Admissions
FY 2002-2003**



In 2001, the General Assembly enacted HB 2795. HB 2795 amended §16.1-285.1 *Code of Virginia* to allow the circuit court to qualify a transferred juvenile as a serious offender and commit him to the Department of Juvenile Justice regardless of whether he meets existing criteria regarding criminal background if, upon the court's review of the juvenile's entire criminal history, such qualification is otherwise justified. In other words, any juvenile who has been tried and convicted as an adult by the circuit court may be sentenced as a serious offender and given a determinate commitment to the Department of Juvenile Justice regardless of whether or not the juvenile meets the criteria in subsection A of §16.1-285.1.

X. Issues for Future Consideration

The Policy Advisory Committee identified various issues for future consideration in offender forecasting work, and directed the Technical Advisory Committee to examine these issues during the CY 2004 forecasting season.

Information on Probation Violators

The Department of Corrections, with assistance from the Virginia Criminal Sentencing Commission, will provide data on the number of state responsible probation violators to determine whether they were revoked for a technical violation or new crime.

Data Lag Time

The Technical Advisory Committee will continue work already done to examine lags in data reporting that affect forecasting. The Committee will provide the Secretary of Public Safety with recommendations for reducing data lag time in the forecasting process.

Impact of the Risk Assessment Instrument

The Virginia Criminal Sentencing Commission will assess the impact of statewide implementation of the Risk Assessment Instrument for felons and will work with the Department of Corrections to assess the impact on the state responsible forecast. The Department of Criminal Justice Services will work with community corrections groups to assess the impact of their instrument on misdemeanants and the local responsible population. In addition, the Department of Criminal Justice Services will also evaluate the impact of the Detention Assessment Instrument on the Department of Juvenile Justice detention home population.

Information on Local Jail Offender Subpopulations

The current forecast was developed using data on the total jail offender population. However, forecasting might be improved if the local responsible population is categorized by type of crime (violent, non-violent, drugs) for which inmates are incarcerated. The Department of Criminal Justice Services and Compensation Board will examine whether developing a local responsible forecast based on crime type would improve the forecasting. Additionally, it may be necessary to refine and construct the Local Inmate Data System (LIDS) so that the case-based data needed to build and sustain a jail simulation model will be available for forecasting future local responsible populations.

Monitor the Impact of Civil Commitments on Jail Populations

In January 2000, there was a Local Inmate Data System change in the practice of reporting civil commitments for failure to pay child support. Any data before this time period was collected using a different coding procedure; hence, comparison of pre-January 2000 data with that of the last three years may be misleading. LIDS data indicates a 7.2% increase in such commitments from FY 2001 to FY 2003. This increase in jail populations may have been influenced by an increase in civil commitments for failure to pay child support, but further investigation is needed to determine the nature and size of this influence.

Legislative Impacts

The Department of Planning and Budget will report on any changes in legislation or budget issues that may impact adult or juvenile populations and community or prison programs.

Utilization of Post-Dispositional Detention Capacity

Statewide post-dispositional detention capacity decreased from 137 to 123 beds in FY 2003. Over the same period, post-dispositional placements increased. The majority of the increase in FY 2003 was post-dispositional placements *without programs*. This group will typically use pre-dispositional bed space as their length of stay will usually be relatively short, 30 days or less.

Post-dispositional *with programs* will typically be assigned a length of stay of 180 days, will use post-dispositional bed space, and will be provided services such as anger management or substance abuse treatment.

Funding priorities at the local level will continue to play a major role in post-dispositional capacity decisions. The Department of Juvenile Justice anticipates that post-dispositional capacity will decline to 114 beds in FY 2004.

Monitor the Effect of Less Funding for Alternative Juvenile Programs

The Department of Juvenile Justice continues to monitor the impact of the loss of alternative programs due to funding cuts that took place in FY 2003. The evidence, so far, is inconclusive, and there is potential for lagged effects on the juvenile correctional center population and the detention home population.

Review of Department of Juvenile Justice's Simulation Model

The Technical Advisory Committee will review the assumptions included in the Department of Juvenile Justice's state responsible population forecast including the number of releases, number of sex offenders and determinate and indeterminate commitments.

Arrest Data

The Department of Criminal Justice Services will continue to review whether IBR (Incident Based Reporting) or CCRE (Central Criminal Records Exchange) arrest data should be used for arrest trend tracking.

Examine Why the Incarcerated Population is Increasing

The Technical Committee will examine why the number of incarcerated individuals is rising even though national and statewide trends indicate a decline in crime and arrest figures. Some reasons discussed include: the increase in the number of probation technical violators, an increase in the number of indictments as prosecutors have more time and/or are plea bargaining less, an increase in the commitment and/or clearance rate, an increase in the length of sentences for some categories of crimes and the rate of growth of the at-risk population.

Indictment Data

The Department of Criminal Justice Services will examine Supreme Court of Virginia data to determine if information is available on historical trends in the numbers of criminal indictments that occur in Virginia. If such data are available, Department of Criminal Justice Services will attempt to determine if these trends track inmate population trends and whether indictment trend data may be useful for understanding or forecasting inmate populations.

Simulation Model vs. Time Series Accuracy

The Technical Advisory Committee intends to look into the accuracy of simulation models compared to time series models and evaluate whether these models perform better over different lengths of time. If so, an optimal blending model should be studied and considered by the Technical Advisory Committee to come up with the best forecast.

Review of State and Local Responsible Population Definitions Used in the Local Inmate Data System

The Technical Advisory Committee will review the state responsible and local responsible population definitions and the logic to derive such populations from the Local Inmate Data System.

Forecast Accuracy

The Technical Advisory Committee will submit quarterly accuracy reports to the Secretary of Public Safety. The Department of Corrections will report on the state responsible offender population forecast, the Department of Criminal Justice Services on the local responsible offender population forecast, and the Department of Juvenile Justice on the juvenile offender population forecast and the detention home forecast. The Department of Planning and Budget will collect the quarterly reports and submit an aggregate report to the Secretary of Public Safety. The chair of the Policy Advisory Committee directed that quarterly reports be made available to the Secretary of Public Safety on progress toward addressing the above issues.

XI. Appendices

Appendix A: Correctional Terminology

Average Daily Population - daily population calculated by dividing the monthly population total by the number of days in the month.

Baseline Admissions - the number of new commitments exclusive of parole violators and any adjustments decided upon by the Policy Advisory Committee.

CCRE – Central Criminal Records Exchange is a finger print identification based system to track offenders who are arrested in Virginia.

Confined/Stock Population - refers to state responsible offenders currently incarcerated in DOC facilities and local jails.

Correctional Center - refers to a secure facility operated by, or under contract with, the Department of Juvenile Justice to house and treat persons committed to the Department.

DAI – refers to the Detention Assessment Instrument implemented in November 2002.

Discretionary Parole - a type of supervised release granted by the Parole Board subsequent to a parole hearing. Only offenders with parole eligible sentences can be released on discretionary parole.

GCA (Good Time Conduct Allowance) - old law (offense date prior to January 1, 1995) sentenced offenders who are eligible for parole under good time conduct allowance.

IBR – Incident Based Reporting System is the newest arrest reporting system used by Virginia localities and has replaced the original UCR or Uniform Crime Reporting System.

Last Sentence Date - in the new commitment forecast, the date of final sentencing is used in establishing the point of admission.

Local Responsible Felons - convicted felons who serve their sentence in a local jail. The following conditions for local responsibility apply:

As of July 1, 1997, a new law offender (offense date on or after January 1, 1995) with a sentence of less than one year is local responsible and an old law offender (offense date prior to 1/1/95) with a sentence less than or equal to two years is considered local responsible. As of September 1998, all felons with sentences worded as “12 months” are local responsible.

Local Responsible Population (LR) - individuals incarcerated in jails and counted as being in one of the following categories: unsentenced awaiting trial, sentenced awaiting trial, all sentenced misdemeanants, and local responsible felons.

Mandatory Parole - a type of supervised release to the community for old law sentenced offenders whose crime(s) date was/were before January 1, 1995. Mandatory parole cases are released within four to six months of their final discharge date.

New Court Commitment - an offender who is received from the community after committing a crime and sentenced to serve a state responsible sentence under the jurisdiction of the Virginia Department of Corrections.

Offenses - categorized as violent (capital murder, homicide, manslaughter, abduction, rape, robbery, assault and weapons), nonviolent (arson, burglary, fraud, larceny/fraud, conspiracy, less serious sex offenses, DUI, habitual traffic offenses) or drug (sales or possession) violations.

Population Survey of Local Correctional Facilities - see Tuesday Report.

Post-Disposition - refers to a secure juvenile detention facility operated by localities or commissions and housing sentenced juveniles for a period up to six months.

Recidivist - offender with more than one prior incarceration. In general, the definition of a recidivist or a repeat offender can be broadly defined based on various indicators such as re-arrest, re-conviction or re-incarceration.

Sentenced Awaiting Trial - convicted local responsible offenders housed in local jails who have other charges pending.

Sentenced Misdemeanants - offenders convicted and sentenced on only misdemeanors and who do not have other charges pending.

State Responsible Population (SR) - state responsible felon offenders for whom the Department of Corrections has received the complete and final court order. The following conditions for state responsibility apply:

As of July 1, 1997, a new law offender (offense date on or after 1/1/95) with a net felon sentence of greater than or equal to one year is state responsible and an old law offender (offense date prior to 1/1/95) with a sentence greater than two years is considered state responsible.

Tuesday Report - a report that was maintained by the Department of Corrections from the late 1970's to September 1998 and as of October 1998 was transferred to and is now maintained by the Compensation Board. It includes information regarding offender populations of the local jail correctional system.

Unsentenced Awaiting Trial - individuals who are incarcerated but have not been convicted and/or sentenced, nor is the individual currently serving time on other charges.

Appendix B: Community Programs

Comprehensive Community Corrections Act for Local Responsible Offenders (CCCA)

§ 53.1-180-185.3 - enables any city, county or combination thereof to develop, establish and maintain community-based corrections programs to provide the judicial system with sentencing alternatives for certain misdemeanants or persons convicted of nonviolent felonies, as defined in § 19.2-316.1 and sentenced pursuant to § 19.2-303.3, for whom the court may impose a jail sentence and who may require less than institutional custody.

Boot Camp (Shock Probation) - condition of probation in lieu of incarceration; 90-day voluntary military style residential program geared for offenders who are 24 years old or younger with no prior felony incarceration.

Day Reporting Center - non-residential community program geared for probationers/parolees with a history of substance abuse who require maximum daily supervision, treatment and services.

Detention Center - 4 to 6 month military style residential program geared for nonviolent felons who require more supervision than the diversion center and whose age and physical condition disqualifies the offender from the boot camp program; condition of probation in lieu of incarceration.

Diversion Center - 4 to 6 month residential work program geared for nonviolent felons focusing on job readiness with employment in the private sector; geared for offenders otherwise sentenced to incarceration who require more than intensive supervision or whose sentence would otherwise be revoked after a finding that the offender has violated conditions of probation.

Parole - upon release from prison, offenders are supervised in the community either as discretionary or mandatory parole releases.

Pretrial Services Act (PSA) § 19.2-152.2-7 - the Court may use information obtained from a pretrial investigation to assist in bail decisions. Defendants are supervised and accountable to special conditions imposed by the Court pending trial outcome.

Probation - professional supervision of the offender in the community under conditions of probation and special conditions set by the court. Probation is considered a less restrictive form of punishment than incarceration in prison or jail.

Virginia Juvenile Community Crime Control Act (VJCCCA)- replaced the Juvenile Non-Secure Block Grant in January 1996.

Appendix C: Forecasting Terminology

ARIMA - a statistical forecasting technique that analyzes time series data and produces future values based on known historical values. ARIMA captures the historic correlations of the data and extrapolates them forward. Formal name for ARIMA is “**Auto**r**egressive **I**ntegrated **M**oving **A**verage.”**

Box-Jenkins - the same as ARIMA.

Exponential Smoothing - a statistical forecasting technique that analyzes time series data and produces future values based on known historical values. Exponential Smoothing methods identify trend and seasonality components, and extrapolate them forward.

Simulation Model - an analytical tool designed to mimic the flow of offenders through the correctional system by allowing the entry of offender profile information relative to sentencing, length of stay, earned credits and parole grant rates. The model then generates hypothetical cases and traces the progress of each of these cases along the established flows and through each status change until they exit from the system.

Time Series Data - a distribution of values based on a regular interval (day, month, quarter, year, etc.).

Appendix D: FY 2003 Policy Advisory Committee Members

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Richard D. Brown
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Secretary of Public Safety
Office of the Secretary of Public Safety

Craig Burns
Legislative Fiscal Analyst
House Appropriations Committee

Colonel W. Gerald Massengill
Superintendent
Virginia State Police

Gary L. Close
Commonwealth's Attorney
Culpeper County Courthouse

Sheriff George M. McMillan
Roanoke City Sheriff's Office

Leonard G. Cooke
Director
Department of Criminal Justice Services

Overton P. Pollard
Executive Director
Public Defender Commission

Helen F. Fahey
Chair
Virginia Parole Board

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Barry R. Green*
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Office of the Secretary of Public Safety

Joanne Smith
Superintendent
Merrimac Detention Center

Bruce W. Haynes
Executive Secretary
Compensation Board

The Honorable Patricia L. West
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Virginia Beach Circuit Court

Richard Hickman, Jr.
Deputy Staff Director
Senate Finance Committee

Chief Steven Wills
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Information Technology Manager
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***Chair, Technical Advisory Committee**

**** Methods Sub-Committee Member**

Appendix F: Quarterly FY 2003 Forecast Accuracy

State Responsible Prison Population

Accuracy Statistics		2003 Official Forecast		
	Actual*	Forecast	Accuracy	
			Difference	Percent
FY 2003				
Jul-02	34,433	35,043	610	1.77%
Aug-02	34,568	35,255	687	1.99%
Sep-02	34,792	35,424	632	1.82%
1st Quarter			643	1.86%
Oct-02	34,781	35,547	766	2.20%
Nov-02	34,966	35,676	710	2.03%
Dec-02	34,968	35,767	799	2.28%
2nd Quarter			758	2.17%
Jan-03	35,010	35,843	833	2.38%
Feb-03	35,196	35,915	719	2.04%
Mar-03	35,233	36,007	774	2.20%
3rd Quarter			775	2.21%
Apr-03	35,201	36,123	922	2.62%
May-03	35,351	36,209	858	2.43%
Jun-03	35,429	36,310	881	2.49%
4th Quarter			887	2.51%
FY2003 Forecast Accuracy to Date			766	2.19%

Local Responsible Jail Population

Accuracy Statistics		2003 Official Forecast		
	Actual*	Forecast	Accuracy	
			Difference	Percent
FY 2003				
Jul-02	15,904	16,162	258	1.62%
Aug-02	16,188	16,191	3	0.02%
Sep-02	16,553	16,225	-328	-1.98%
1st Quarter			-22	-0.11%
Oct-02	16,739	16,389	-350	-2.09%
Nov-02	16,755	16,410	-345	-2.06%
Dec-02	16,037	16,226	189	1.18%
2nd Quarter			-169	-0.99%
Jan-03	15,974	16,380	406	2.54%
Feb-03	16,251	16,589	338	2.08%
Mar-03	16,474	16,760	285	1.73%
3rd Quarter			343	2.12%
Apr-03	16,635	16,823	188	1.13%
May-03	16,823	16,839	15	0.09%
Jun-03	17,152	17,093	-59	-0.34%
4th Quarter			48	0.29%
FY2003 Forecast Accuracy to Date			50	0.33%

State Responsible Juvenile Correctional Center Population

Accuracy Statistics		2003 Official Forecast		
	Actual*	Forecast	Accuracy	
			Difference	Percent
FY 2003				
Jul-02	1,203	1,207	4	0.33%
Aug-02	1,214	1,182	-32	-2.64%
Sep-02	1,193	1,171	-22	-1.84%
1st Quarter			-17	-1.38%
Oct-02	1,176	1,195	19	1.62%
Nov-02	1,187	1,200	13	1.10%
Dec-02	1,173	1,192	19	1.62%
2nd Quarter			17	1.44%
Jan-03	1,155	1,191	36	3.12%
Feb-03	1,160	1,202	42	3.62%
Mar-03	1,155	1,229	74	6.41%
3rd Quarter			51	4.38%
Apr-03	1,156	1,252	96	8.30%
May-03	1,153	1,275	122	10.58%
Jun-03	1,164	1,293	129	11.08%
4th Quarter			116	9.99%
FY2003 Forecast Accuracy to Date			42	3.61%

Local Juvenile Detention Home Population

Accuracy Statistics		2003 Official Forecast		
	Actual*	Forecast	Accuracy	
			Difference	Percent
FY 2003				
Jul-02	1,088	1,104	16	1.46%
Aug-02	1,075	1,104	29	2.69%
Sep-02	1,009	1,104	95	9.40%
1st Quarter			47	4.52%
Oct-02	1,039	1,188	149	14.38%
Nov-02	1,034	1,188	154	14.94%
Dec-02	929	1,083	154	16.57%
2nd Quarter			153	15.30%
Jan-03	910	1,083	173	19.00%
Feb-03	1,010	1,195	185	18.30%
Mar-03	1,056	1,195	139	13.14%
3rd Quarter			166	16.81%
Apr-03	1,144	1,195	51	4.44%
May-03	1,171	1,195	24	2.03%
Jun-03	1,212	1,195	-17	-1.42%
4th Quarter			19	1.68%
FY2003 Forecast Accuracy to Date			96	9.58%